DOCUMENT RESUME

ED 126 366 CE 007 697

AUTHOR Salmon, Elizabeth E.
TITLE An Analysis of Citizen Participation Programs Relating to the Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500): Case Studies of the Washington County Project; State of Wisconsin; and Dane County, Wisconsin Programs.
PUB DATE 76
NOTE 94p.; Master's Thesis, University of Wisconsin-Madison; Figures 1, 2, 3, 13 on pp. 35, 40, 43, 70 may not reproduce well in microfiche due to poor type quality

EDRS PRICE MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS *Adult Education; *Community Development; *Community Involvement; Community Programs; Decision Making; *Federal Programs; Program Costs; Program Design; Program Planning; Public Support; *Water Pollution Control
IDENTIFIERS *Wisconsin

ABSTRACT

The thesis, which presents an analysis of three Wisconsin citizen participation programs relating to the Federal Water Pollution Control Act Amendments of 1972 (Public Law 92-500), has identified the adult education role in teaching and applying skills, promoting growth in governmental understanding, assisting in public planning and decision-making processes, and contributing to community betterment. A public participation program is designed by each governmental agency as a part of its work plan; public participation is needed to determine costs and benefits and to assure acceptability of water quality planning decisions. The three case studies, which are presented to demonstrate the process and problems of public participation programs include the programs of Washington County, Wisconsin under Section 108, Pollution Control in the Great Lakes, dealing with nonpoint source pollution, and the State of Wisconsin and Dane County, Wisconsin 208 programs, which are Areawide Waste Treatment Management Programs concerned with point/nonpoint source pollution problems. With the assistance of a model, each of the case study public participation programs is examined in terms of identification of publics to be involved, level of involvement, and design of program. (Author/EA)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED126366

AN ANALYSIS OF CITIZEN PARTICIPATION PROGRAMS RELATING TO THE FEDERAL WATER POLLUTION CONTROL ACT AMENDMENTS OF 1972 (P.L.92-500): CASE STUDIES OF THE WASHINGTON COUNTY PROJECT, STATE OF WISCONSIN AND DANE COUNTY, WISCONSIN PROGRAMS

BY

ELIZABETH E. SALMON

A thesis submitted in partial fulfillment of the requirements for the degree of

MASTER OF SCIENCE

at the

UNIVERSITY OF WISCONSIN - MADISON

1976

CE 007 697

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

Elizabeth E. Salmon

AN ANALYSIS OF CITIZEN PARTICIPATION PROGRAMS RELATING TO THE FEDERAL WATER POLLUTION CONTROL ACT AMENDMENTS OF 1972 (public Law 92-500): CASE STUDIES OF THE WASHINGTON COUNTY PROJECT; STATE OF WISCONSIN; AND DANE COUNTY, WISCONSIN PROGRAM

Abstract: The Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500) were enacted to clean and restore the nation's surface waters by 1985. Public participation is mandated by Section 101(e) of the Act. Water quality improvement programs of Washington County, Wisconsin, the State of Wisconsin and Dane County, Wisconsin are examined in terms of their citizen participation program. A model is used to compare these programs in terms of identification of publics, levels of involvement activities, mechanisms and use of public responses to the planning process.

ED007697

Approved By: Leslie Glass

Date: May 25, 1976

Preface and Acknowledgments

This study is an effort to place a benchmark in the citizen participation programming efforts of the three agencies studied. A future study will be needed to color in the pencil sketch provided here. These programs are already being modified to take into account new perceptions of participation programs.

The author wishes to acknowledge the assistance and encouragement of her family and thank them for their putting up with the inconveniences which her engrossment in the study may have caused to family schedules. She wishes especially to thank her husband, Chuck, for his patience and his faith in her abilities. Further thanks are due to Jerold Apps who served as the author's patient advisor. Additional thanks go to the thesis committee which included Professor Apps, Professor James Duncan and Professor Patrick Boyle. Their excellent suggestions were much appreciated.

The author also wishes to acknowledge the help of Professor Tommy Daniels, Fred Madison, Sharon Hatmaker, and Saragale Tucker for their assistance.

Autobiographical Data

The author, Elizabeth E. Salmon, was born in Aberdeen, South Dakota on November 24, 1931. She is a graduate of Lyndhurst High School, Lyndhurst, New Jersey and of the University of Michigan, Ann Arbor, Michigan. She received a B.S. in Education majoring in General Science and minoring in Chemistry and Social Studies in 1953. Mrs. Salmon is married to Charles G. Salmon, Professor of Civil and Environmental Engineering, University of Wisconsin - Madison. The couple have three children, Margaret, David and Martha.

Currently, Mrs. Salmon is a member of the Dane County Board of Supervisors, serving her third elected term. She is the Chairman of the Agriculture, Extension Education, Zoning and Planning, Soil and Water Conservation and Water Resources Committee - a standing committee of the Dane County Board, and is also a member of the Dane County Regional Planning Commission. She has also served on the Dane County Parks Commission. She chairs the Special Committee on Public Participation in Water Quality Planning for the Wisconsin Department of Natural Resources. Mrs. Salmon is a Research Assistant at the Water Resources Center, University of Wisconsin-Madison and is involved in citizen participation programming for the Washington County Project.

TABLE OF CONTENTS

		Page
I.	Introduction	1
II.	Public Law 92-500	6
III.	Theory and Practice of Citizen Participation	16
IV.	Case Study of the Washington County Project	33
V.	Case Study of the State of Wisconsin Continuing Planning Process	48
VI.	Case Study of Dane County 208 Waste Treatment Planning Process	62
VII.	Conclusions and Recommendations	75
VIII.	Summary	81
	Bibliography	83

LIST OF FIGURES

Figure		Page
1	Program Management Organization	35
2	Examples of target clientele and respective audience groups	40
3	Example of a teaching and activity outline	43
4,5, 6	Washington County Project Citizen Participation Program	45 46 47
7	Basic Administrative Structure for the 208 Program	51
8,9 10	State of Wisconsin Continuing Planning Process Citizen Participation Model	59 60 61
11	Policy and Policy Advisory Process for 208 Planning in Dane County	64
12	Environmental Resources Division Advisory Committees	67
13	Citizen Participation Process	70
14, 15, 16	Dane County Areawide Waste Treatment Planning Process Citizen Participation Program	72 73 74

AGENCY ABBREVIATIONS USED

BSWCD - Board of Soil and Water Conservation Districts

DNR - Department of Natural Resources

EPA - Environmental Protection Agency (also USEPA)

RPC - Regional Planning Commission

NACD- National Association of Conservation Districts.

SWCD - Soil and Water Conservation Districts.

USDA-ASCS - United States Department of Agriculture - Agricultural Stabilization and Conservation Service.

USDA-SCS - United States Department of Agriculture- Soil Conservation Service

USEPA - Same as EPA

UWEX - University of Wisconsin Extension

UW-Mad- University of Wisconsin - Madison

USGS - United States Geological Survey

WCSWCD- Washington County Soil and Water Conservation District.

WDA - Wisconsin Department of Agriculture

WGNHS- Wisconsin Geological and Natural History Survey

Introduction

Through the Federal Water Pollution Control Act Amendments of 1972, (P.L. 92-500), the United States Congress is attempting to deal with the problem of improving the quality of the nation's surface waters. The objective of the Act is "to restore and maintain the chemical, physical and biological integrity of the Nation's waters. In order to achieve this objective it is hereby declared that, consistent with the provisions of this Act -

(1) it is the national goal that the discharge of pollutants into the navigable waters be eliminated by 1985;

(2) it is the national goal that wherever attainable, an interim goal of water quality which provides for the protection and propagation of fish, shellfish, and wildlife and provides for recreation in and on the water be achieved by July 1, 1983;

(3) it is the national policy that the discharge of toxic pollutants in toxic amounts be prohibited;

(4) it is the national policy that Federal financial assistance be provided to construct publicly owned waste treatment works;

(5) it is the national policy that areawide waste treatment management planning processes be

developed and implemented to assure adequate control of sources of pollutants in each State; and

(6) it is the national policy that a major research and demonstration effort be made to develop technology necessary to eliminate the discharge of pollutants into the navigable waters, waters of the contiguous zone, and the oceans." [1]

The Act is wide ranging and implies many costs; enviromental, economic and social, in its eventual implementation. The institutional arrangements are unique in that working partnerships among all levels of government are called for. It is essential that the public be educated to understand not only the technical problems of water pollution control, but also the implications of control measures and the planning process to assess such measures. Although the Act specifies that the Administrator of the United States Environmental Protection Agency (EPA), the appropriate State agency (in Wisconsin this is the Department of Natural Resources - DNR) and local designated agencies have the ultimate responsibilities for appropriate sections of the Act, the public has been given a role in these programs by the Act. Section 101(e) states that "Public participation in the development, revision, and enforcement of any regulation, standard, effluent limitation, plan or program established by the Administrator or any State under this

Act shall be provided for, encouraged, and assisted by the Administrator and the States. The Administrator, in cooperation with the States, shall develop and publish regulations specifying minimum guidelines for public participation in such processes." [1]

Public participation in the processes required to achieve the goals will take four forms:

(1) Citizen education on effluent limitations to enable review of water quality standards.

(2) Public hearings on permits issued to local dischargers and State quarterly reports on permit holders.

(3) Legal action in the form of citizen suits against industries or agencies alleged to be in violation of effluent standards or limitations or permit violations.

(4) Planning programs for point and nonpoint source pollution abatement and cleanup which include the Section 208 Areawide Waste Treatment Management Programs. (Point source pollution is that from a single source like a pipe. Nonpoint source pollution is from diffuse sources like runoff from parking lots or fields. Section 208 is a part of P.L. 92-500)

This thesis will deal with three case studies in planning programs. One will be of Washington County, Wisconsin which has a nonpoint source pollution identification and regulatory control development

going on under Section 108 of P.L. 92-500 funding. The other two are funded under Section 208 as Areawide Waste Treatment Management Agencies. The State of Wisconsin through the DNR will be the 208 agency for those regions of the State which do not have the capability to plan for themselves. The Dane County Regional Planning Commission has been designated by the Governor as the 208 agency for Dane County. Each will develop the technical data, identify wastes generated in the planning area, analyze the existing treatment systems and develop management strategies for point and nonpoint pollution sources.

For each of these case studies it is necessary to

(1) Review the objectives of the planning programs.

(2) Analyze the citizen involvement phase of each.

In the second category, such questions as identification of the publics to be involved, levels of participation and design of citizen participation programs will be addressed.

While it is true that citizen participation programs may be both expensive and time consuming for the planning agency, the lack or inadequacy of such programs may lead to unacceptable planning processes and plans. The planning process should develop the widest range possible of alternatives from which decision makers must choose. Unless a wide spectrum of opinion

is solicited and used, the areas of potential conflict may remain unidentified and the acceptability of the alternatives and plans may be affected. Data, information, education and response mechanisms are important to the participation programs, but interaction, dialogue and a means of identifying and resolving areas of conflict must also be provided. People must feel they are partners in the planning process, that they have something of themselves and their values invested and that they are being planned with, not for.

Although it is obvious that no plan will satisfy everyone, in a democratic society it is necessary to build constituencies for sensible compromise within the constraints of protection of the health, safety and general welfare of the public. This is a role which adult educators can fulfill -- teaching skills and a means to use them; promoting growth in understanding of one's government and its organization; helping the public to understand the planning and decision making processes; and contributing to the betterment of the community and a feeling of self-worth in that contribution. It is in this philosophy of adult education that this thesis is written.

II

Public Law 92-500

The Federal Water Pollution Control Act Amendments of 1972

Background. Federal water quality legislation in this country has been evolving over two decades. Water pollution control has been "keyed primarily to an important principle of public policy: The States shall lead the national effort to prevent, control and abate water pollution." [2] In 1948, legislation was enacted which assigned a major role for enforcement of water pollution control to the Governors of the States and the role of funding research projects and loans for construction of treatment plants to the Federal level. "Conferences and negotiations between dischargers of pollutants and officials of the governments involved", were specified along with "judicial review of the abatement conference recommendations. Further, a court could order abatement only after a finding that compliance with the order was feasible." [3]

In 1956 and in 1965, changes were made in the legislation. In 1965, the Clean Waters Restoration Act required each State to develop standards within its boundaries for water quality in order to be eligible to receive grants for treatment plant construction. These standards were to apply to rivers, lakes and streams and to focus on the problem of municipal wastes.

In the late 1960's and early 1970's, there was a change of thinking on the part of the Congress on the question of pollution. They began to look at eliminating pollution at its sources rather than looking at standards for bodies of water. There were few laws in effect to deal with this approach. The Congress, therefore, went back to the Rivers and Harbors Act which was also known as the Refuse Act of 1899 which said that the Corps of Engineers was required to issue a permit for the discharge of any pollutant into any navigable stream or body of water. In 1971, a permitting process got underway, but there were many inadequacies in the system [4] and the Congress decided there needed to be some legislative changes. The growing municipal and industrial problems, the interest of the public in pollution abatement and the problems with the discharge permit process pushed the Congress in the early 1970's into working on what ultimately became P.L. 92-500.

During 1971 and 1972, extended Congressional hearings were held on a variety of bills covering all aspects of water pollution control. Testimony involving the role of citizens in setting water quality standards, regulating pollutants, planning processes and citizen law suits was also given.

The product of the hearings was Public Law 92-500 which covers the gamut of water quality problems and

pollution control, including provisions for citizen participation. The U.S. Congressional and Administrative News Volume 2, states that the intent of the public participation clause in Title I, Section 101(e) (page 2 of thesis) is as follows:

"A high degree of informed public participation in the control process is essential to the accomplishment of the objectives we seek - a restored and protected natural environment. Sec. 101(e) is included because the Committee recognizes that the manner in which these measures are implemented will depend to a great extent upon the pressures and persistence which an interested public can exert on the governmental process.

The Environmental Protection Agency and the States should actively seek, encourage, and assist the involvement and the participation of the public in the process of setting water quality requirements and in their subsequent implementation and enforcement.

Information and education programs should be devised which will acquaint the public with the complexity of the water quality control process and provide them with the technical information. To accomplish this, the United States Environmental Protection Agency should look to the utilization and support of such devices as community workshops and other assistance

activities which were developed and utilized so effectively in the implementation of the Clean Air Act." [5]

Guidelines for "Public Participation in Water Pollution Control were published by the EPA on August 23, 1973 in the Federal Register.[6] These projected the concept that though the primary responsibility for water quality decision making is vested by law in the public agencies, active public involvement is desirable, and merely conferring with the public after decisions are made is not acceptable. The EPA is required to provide informational materials, assistance to the public, consultation, notification of actions, access to information, enforcement of water pollution control measures, legal proceedings and rule making. Plans from other governmental agencies are to be scrutinized to ensure that adequate opportunity has been provided for participation in order that planning programs can be certified as acceptable and agencies funded. EPA has also sponsored workshops for planning agency citizen participation personnel to assist them in their local programs.

Section 108 under which the Washington County Project is funded deals with "Pollution Control in the Great Lakes". It is intended that projects be developed "to demonstrate new methods and techniques and to develop

preliminary plans for the elimination or control of pollution within all or any part of the watersheds of the Great Lakes. Such projects shall demonstrate the engineering and economic feasibility of removal of pollutants and prevention of any polluting matter from entering into the Great Lakes in the future and other reduction and remedial techniques which will contribute substantially to effective and practical methods of pollution prevention, reduction or elimination." [7] Nonpoint and point source pollution control measures are both included in the Section.

"Section 208 of the Act provides local governments with an important tool for reaching the 1983 goals [of 92-500], fishable and swimmable waters... Section 208 of the Act provides for areawide management planning in areas which, as a result of urban-industrial concentrations and other factors, have substantial water quality control problems. Through 208, such areas are provided funding to plan for the establishment of a comprehensive management program controlling municipal and industrial wastewater, storm and sewer runoff, non-point source pollutants, and land use as it relates to water quality. States or local governments working through a designated planning agency, can select a management plan that is most effective and implementable.....

The purpose of 208 planning simply stated is to establish state and local government decision making for water quality management on a continuing basis. Management is the key to the process. What makes 208 unique is that state and local governments must not only develop a plan, but the approved plan must make the commitment to finance projects developed in the plan and to take regulatory action where necessary to solve non-point source and other problems related to achieving the 1983 goals.

.....

But most important of all, decisions made during the 208 process will have a tremendous impact on land use and other types of issues which are traditionally local prerogatives. If local governments want to continue to control these decisions, it is essential that they take on 208 responsibility." [8]

There are always problems in working with such wide ranging legislation, particularly when it deals with and affects the entire hierarchy of governement - from federal to local levels. Involvement of local governmental elected officials as well as involvement of the citizenry has been slow in getting started.

Diane Donley [9] points out that, "the typical sort of citizen participation process that is developing tends to minimize early citizen integration into the

208 planning process. Section 208 agencies tend to be setting up separate citizen advisory committees which have no real ties to the substantive technical committees or, in some instances, to the policy advisory committee. The citizen advisory committees, thus, are placed in a reactive rather than an active role. New formulations of citizen participation, which involve interested citizens in the earliest stages of problem formulation could and must be developed. For example, citizen groups could be looking at how interceptor sewer and waste treatment projects tie into the 208 plan. Citizens can also play an important role in developing methods to control nonpoint sources of pollution. A nonpoint source includes accumulated pollutants in the stream, diffuse run-off, seepage, and percolation contributing to the degradation of the quality of surface and ground waters. The 208 plan must establish a process to identify the existing and potential sources of pollution and set forth procedures and methods to control such sources, to the extent feasible. I have emphasized 'to the extent feasible' because that's going to depend on both technical and political considerations. Citizen participation and advocacy have the potential to make a big difference here."

The National Profile of Section 208 Areawide Management Planning Agencies of July, 1975 states that,

"there was a noticeable lack of commitment in agencies directed toward planning and decision-making feedback when compared with information disseminating systems."[10] Felstehausen[11] comments that "there has been a preoccupation with information systems, data inventories, standards and planning. Just as regulation may not be effective, it will be argued that it is equally erroneous to assume that detailed descriptions of resource conditions will solve resource problems..... Because information technology has rapidly outrun our application and validation procedures, it is easy to become data rich and knowledge poor..... Implicit in the language of the law [92-500] is the concept that comprehensive information and data describing water quality, along with regular reports on the supervised discharge of effluents into public waters, will eventually lead to the elimination of water pollution in the United States."

The National Profile of Section 208 Areawide Management Planning Agencies lists among the major issues expressed in the review of the 149 agencies who were involved in the 208 process in July, 1975 that of "Public Participation -- 208 Agency expenditures for public participation generally concentrate on a one-way flow of information to the public. This is necessary as a first step, but it is certainly not sufficient. Mechanisms for feedback resulting from such efforts are

necessary. If the general public is not accounted for except in the committee structure, it may create potential problems with plan acceptance. Furthermore, a major benefit in terms of public awareness will be lost to 208." [12]

What could be gained by public participation on a partnership basis rather than on a client basis is an acceptance of the idea that the planning process can be a tool to help people make rational decisions about their community rather than a tool of the federal and state government to wrest local control.

"Most 208 agencies recognized the need to include the public throughout plan development. Past experience with other water quality programs has convinced them that waiting to 'sell' the public a complete plan usually fails. This was particularly true with regard to state 303(e) plans where the public felt left out of the planning process. In fact, many agencies said it was necessary to disassociate themselves from 303(e) plans because of the hostilities created during that process." [13]

P.L. 92-500, and especially Section 208 of the Act give us an opportunity to look in depth at the problems of restoring the nation's surface waters and also of establishing new relationships among the several levels of governments and citizens to begin to deal

with environmental problems. At the same time that technical data is being collected on our rivers, lakes and streams, other research projects are being funded to investigate water quality problems in other contexts such as land use patterns and solid waste management effects on water quality. Sewerage treatment and industrial wastes are under investigation and funding will be available to abate some of these pollution problems. Additionally, institutional arrangements and questions of new regulations are being addressed. In all of the decisions made on water quality improvement the public has a stake and will pay the costs.

The most important role the planning agency can undertake is as encourager for a comprehensive citizen participation program. Making sure that citizens are invited to become partners in the planning process, providing for them an atmosphere which is both physically and psychologically comfortable can and must be done to maximize involvement, and eventually acceptability. Helping citizens to invest in the plan with their time, ideas and values is also a good investment for the planning agency who needs their help as well as their legitimation capabilities.

III.

Theory and Practice of Citizen Participation

Introduction It may be argued that with our representative form of government, involvement other than electing representatives who will be decision makers is unnecessary and can cause difficulties.[13] Yet, the number of decisions made by administrative rule in all levels of government has increased and many decisions have been removed from the realm of the elected representative. In an increasingly complicated world with increasing governmental responsibilities and regulations, this trend seems likely to continue. The question arises as to whose sets of values an agency will reflect and how those values may be influenced. Since the agency will set policy by choosing among the values it is presented with, the concern among many citizens is how to make sure that their values receive adequate consideration. This concern has resulted in increased awareness of the need to participate in the processes by which values are judged and policies made.

Citizen participation programs provide important adult education responsibilities in order to:

(1) Impart technical information in understandable terms.

(2) Place the information against a background of implications of cost and benefit to communities and individuals.

(3) Teach citizens the process by which they may participate effectively in the decision making process.

"The principles of democratic decision making provide the value content for community development. When these principles are applied in the field, the resultant expectation is a free and open decision-making process. To insure this, the following democratic principles should be considered:

PEOPLE can influence their destiny -- people have the right to create a community environment of their own choice;

PEOPLE have the right of self government -- participation in community decision-making should be open to all individuals.

PEOPLE have the right of freedom of discussion -- any person has the right to be heard in open discussion.

PEOPLE in the majority must respect the right of those in the minority -- all socio-economic groups have the right to be involved in community decision-making. " [14]

Many planners and some decision makers feel that citizen participation costs time and money that they do not have in abundance. Disputes concerning the degree of involvement and the scope of power to be given to

citizens - power possibly taken from elected officials and experts in problems areas - raise difficult and sensitive questions. "Citizen participation in planning, a seemingly facile subject at first glance, becomes on further analysis a phenomenon of infinite complexity and subtle dimension ... Truly, the more one explores the endless ramifications of citizen participation, the more one appreciates the old adage of having a 'tiger by the tail'. [15]

Yet, "if broad social support is needed for a renewal program and if maximal involvement of citizens in the definition of the problem and in the making of decisions to solve it is obtained, then citizen support for the proposed solution of the problem will be maximized."[16]

Identification of Publics. The question of who should be involved in the planning process and who is most likely to be involved is asked by both proponents and opponents of participation programs. Sometimes "it is used as a dodge by decision-makers to de-limit the orbit of involvement to those directly damaged or groups recognized by government to exclude 'troublesome' advocate groups." [17] The answer to the question of who is asked to be involved may reflect well the philosophy of the agency or decision-makers and may reflect equally the degree of mistrust in that agency or decision-maker by those who are not included. The question of who will be involved if asked

is usually easier to address.

"Historically, certain types of groups and individuals have tended to be more actively involved in water resources management and planning activities. These were the people who believed that their interests could be directly affected by the types of policy and program decisions made." [18] The benefits to offset the costs of time and energy to participate may take many different forms. Businessmen with interests in navigation improvement, or farmers with irrigation needs have seen participation to be in their economic interests. Government administrators who ran water supply or sewerage treatment works have viewed participation as part of their job responsibilities. Hunters, boaters, and fishermen have looked at recreational benefits. Landowners of lake or river properties which might be affected or developers who feared markets for such properties might be affected also became involved. Lately, however, civic improvement motivations as well as environmental concerns have motivated another segment of a widely divergent "public" to invest time and energy as well as money for what they see as the benefits of better communities and a cleaner environment.

Studies of citizen participation seem to indicate that "the higher the socioeconomic status of the population of a community, the greater the level of citizen participation in day-to-day community decision making." [19] "The

majority of individual citizens are not represented by interest groups."[20] Thus, those who will participate will most likely be the better educated people who are motivated by that which they see as beneficial to themselves or their communities. Special efforts will be required to reach other segments of the population. In order to get these groups to participate, benefits must be shown to them and perhaps part of their costs of participation, such as transportation and babysitting costs may need to be refunded, if indeed they can be persuaded to choose to participate at all.

Three techniques have been developed to identify groups or individuals who might choose to become involved.[21] The "positional approach" defines those in a position to make or be affected by decision-making. These might include educators, community and civic groups, special interest groups like environmental and economic advocates, planning groups and those immediately affected by the plan or process. The "reputational approach" relies on asking informants to identify community leaders who have in depth knowledge of the community and the respect of its residents. The "decisional approach" (known also as the "issue approach") traces the record of interest or performance of groups or individuals in regard to the issue in question. Any list of potential participants must not be considered final and must be continuously reviewed and added to.[22]

Level of Participation. Not only does the philosophy vary among planners and planning agencies concerning who should participate, but also the degree of responsibility which should be given to the citizen in the decision making process. The different levels of involvement may be categorized as follows:

1. TALK AT. Present water quality problems in terms of data which the agency has or will accumlulate. Define solutions as the agency perceives them in terms of data available.

2. TALK TO. Present water quality data and possible solutions to problem areas which agency has identified. Present against background of implications of environmental, economic and social costs and benefits. Translate technical material into layman's terms.

3. TALK WITH Present data against background of implications and in understandable terms as in TALK TO. Elicit perceptions of publics as to how and what they see water quality problems to be.

4. ENCOURAGE RESPONSE AND REACTION. Present data from level 3. Request information from publics as to water quality problems in their areas and programs they see are best to deal with problems. Ask them what they think of new programs and regulations and who should pay costs and administer.

5. INTERACT WITH. Encourage discussion of conflict areas and attempt to resolve or manage conflict before plan is finished. Utilize responses of public in formulation of alternatives. Reach compromises if possible within the constraints of health, safety and general welfare concerns.

A survey by Katharine P. Warner [23] indicates the sharp differences evident between citizen respondents' evaluation of roles in past water quality planning efforts and that which they would prefer in future efforts. Past roles had ranged from "Interested Observer" through "General Advisor". The desired future roles were to participate more fully in formulation of study objectives and recommendations. A more direct involvement rather than merely being informed or responding to someone else's priorities was desired.

The respondents were also asked why they or their organizations believed participation to be desirable. The responses could be divided into seven categories:

"1. To offset the influence of special interest groups.

2. To broaden the scope of the study effort since resource planning agencies tend toward a narrow focus which does not include an adequate consideration of social and ecological factors.

3. To help ensure implementation.

4. To provide more information to (or to better educate) the public.

5. To aid in conflict resolution through assuming a facilitator and catalyst role in generating greater public/planner contact.

6. To assure that genuine alternatives are considered in the decision making process.

7. To express and protect general public interests since water resources belong to the public and should be treated as a commonly owned good." [24]

None of these reasons for citizen participation are compatible with a rubberstamp or token role of participation.

Further, it would seem likely that in evaluating the process and the product - in measuring what is done as compared with what should be done - the participant may judge the programs which operate at the TALK AT level as poor and turn from being participant to opponent. If none of his ideas or values are incorporated, and his understanding is not complete, his evaluation will be quite different than if he is able to plug into the decision making process either his or his groups' values. The greater the investment of values in the plan and the process, the more palatable the plan becomes and the more trusted the process and the agency. "There seems to be a law (or at least a tendency) of human nature that goes like this: Every individual tends to feel committed

to a decision (or an activity) to the extent that he has participated in making it (or planning it)." [25]

Objectives of Participation Programs. The Warner study [26] has suggested four objectives of public participation in water quality planning as follows:

"1. expanding public support and understanding for planning efforts through the development of means to inform and educate various publics regarding the types of substantive issues which must be dealt with and how this might be done (e.g., what is involved in formulating a plan for the management and development of a region's water and related land resources.)

2. obtaining a reaction from various publics to governmental plan proposals and inclusions in order to test their political and social viability (in terms of the degree to which they are viewed as acceptable and reasonable) and their relative priority in terms of allocating limited public funds and agency resources.

3. eliciting information from various publics regarding their perceptions of important problems and needs requiring solution and their assessment of the institutional arrangements and management strategies which could appropriately be employed.

4. developing on the part of the public, a trust in planning personnel and a commitment to the final plan through active involvement in actual plan formulation

processes." [27]

Three major activities are involved in carrying out these goals of the Warner model:

1. Information or educational activities.
2. Review or reactions to plans and alternatives.
3. Interaction and dialogue.

Another objective of citizen participation programs should be the management of conflicts. Since planning for resource allocation frequently causes changes or potential changes in current allocation patterns, conflict is bound to arise. It would seem wise, therefore, for planning agencies to recognize this and build conflict management consideration into their processes.

Coser [28] sees conflict as a prevelent social process with six functions:

1. Conflict permits internal dissension and dissatisfaction to rise to the surface and enables a group to restructure itself or deal with dissatisfactions.
2. Conflict provides for the emergence of new norms of appropriate behavior by surfacing shortcomings.
3. Conflict provides means of ascertaining the strength of current power structures.
4. Conflict works to strengthen the boundaries between groups bringing out their distinctness.
5. Conflict creates bonds between loosely structured

groups - unifying dissent and unrelated elements.

6. Conflict works as a stimulus to reduce stagnation. Conflict may alter society.

The quickest way to ensure the proper conflicts will occur is to include as citizen participants those who are known to disagree with the planning process, the agency or have an active interest in water quality control on both sides of the question. If those in disagreement are excluded from the process, they will surely still be around during the attempts at implementation. Bringing out all sides of each question and all the information possible may permit resolution of conflict on a rational basis. Conflict is part of the decision-making process in any case, and must be dealt with during the process.

Role of the Planning Agency. Theoretically, the role of the planning agency in the citizen participation process could range from observer to dictator. The agency could merely supply facts and facilities to the interested citizens and allow them to do the planning. At the other extreme, the agency could hand the citizens a finished plan and ask for approval. In practice, neither approach is satisfactory, and in the case of P.L. 92-500, neither is legally possible.

P.L. 92-500 gives the ultimate responsibility for preparing a water quality plan to a designated planning

agency. At the same time, the intent of the law is that citizens should be involved actively in the preparation of the plan at more than a token level.

In the planning process, the role of the expert should be that of providing the evidence on which the judgments must be based, and providing opportunities for the public to offer more evidence to the expert in the form of values, acceptability of alternatives and problems the expert may not be aware of which would lead to difficulties in implementation procedures. The health, safety and general welfare of the public forms the constraints which must also be considered in the process, especially when weighed against economic implications. If these questions are not involved, a middle ground must be sought among opposing viewpoints and conflicting values. In this effort the planner becomes educator - for providing information and the means to use it; facilitator - for the expression of values and alternatives generation; and mediator - for the resolution of conflict. As the primary decision makers, the agency staff must finally put the alternatives into a workable plan.

Purpose of Involvement. The purpose of involvement will vary depending on which of the publics is participating, and the nature of the task. In general, the purposes of involvement are:

1. Information/education.
2. Review/response
3. Interaction/dialogue
4. Legitimation.

In the information/education phase, the publics are given the background data and the means to understand it. The purpose of the review/response activity is to ascertain reactions and acceptability of data, alternatives or plan. Interaction and dialogue bring values and constraints of citizens and communities to light and are part of the conflict resolution process. The legitimation phase is needed in order to achieve an implementable plan. Approval of the alternatives must be sought and gained from the various publics during the process if possible.

Types of Public Involvement Mechanisms. Warner has suggested the use of mechanisms to involve the public by the primary functional orientations of (1) Education/ Information; (2) Review/Reaction; (3) Interaction/Dialogue. To these may be added others which have local significance. In Wisconsin, for example, the Education Telephone Network (ETN) is often a good way to contact citizens and local officials. This service is operated by the University of Wisconsin Extension(UWEX) which also provides an information network possibility. Warner's suggestions are as follows:[29]

TYPES OF PUBLIC INVOLVEMENT MECHANISMS GROUPED BY PRIMARY FUNCTIONAL ORIENTATION

Education/ Information	Review/ Reaction	Interaction/ Dialogue
Newspaper articles	Public hearings	Workshops
Radio and TV	Survey questionaires	Special Task forces
Speeches and presentations	Public inquiry	Interviews
Field trips	Public meetings	Advisory boards
Exhibits		Informal contacts
School programs		Study groups
Films		Seminars
Brochures		
Newsletters		
Reports		
Letters		
Conferences		

Mechanisms which could be added include:

Educational telephone network	Role playing
Public interest centers	Values clarification groups
Environmental impact statements	Citizen suits

When preparing the information for articles and for other educational materials it would seem wise to avoid using technical or planner terms and use instead words and examples well understood by the general public. Hard reading is because of the overuse of multi-syllable words. Relating water quality problems to local examples makes

the planning efforts and process more acceptable than relating them to federal programs and requirements.

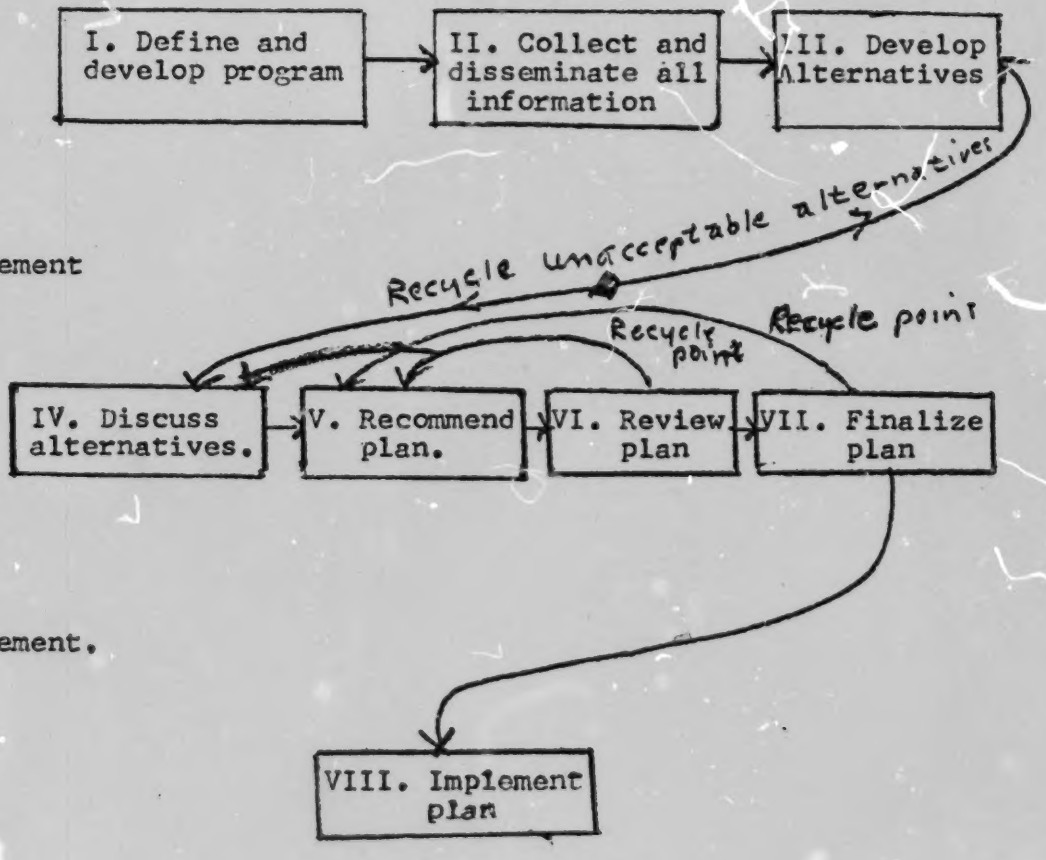
Use of Public Responses. It serves little to request responses from the public if no plan has been made to use these responses. Use of questionaires may bring much useful information, but it should be known where that information fits into the planning process before the questionaires are designed. Community meetings may bring out many good points of citizen concerns. Some mechanism like a newsletter should be available to put these concerns before a wider public.

Design of a Citizen Participation Model. Using the concerns described above, a model "Do It Yourself Citizen Participation Program" may be designed. For each type of activity involved, from informing to interacting, a different combination of elements may be desirable. Thus, a listing of potential participants should be compiled from the suggested categories which should then be asked to operate at the appropriate level of involvement to accomplish the desired task. The activities and mechanisms should be chosen and a strategy to use the citizen's information defined. Conflict or potential conflict should be planned for by inviting conflict elements in the list of participants to be included. Such a model appears as the following example.

DO IT YOURSELF CITIZEN PARTICIPATION PLAN

Deadline for planning:_____

Purpose of Program:_____



1. Participants.
2. Level of involvement.
3. Purpose of involvement
4. Mechanism needed.
5. Response use.

1. Participants.
2. Level of involvement.
3. Purpose of involvement.
4. Mechanism needed.
5. Response use.

Each of the case studies considered in this thesis will be compared to the model presented.

A planning process implies not only education and involvement, but changes for individuals and communities. Planning resource allocation means costs and benefits for members of the community affected. If these members are expected to accept the allocations and changes, it is essential that they understand the problems and needs. "Some learning projects are designed to produce or direct certain changes in society, not merely to adjust to them. They are oriented toward the future, toward planning or producing social or other change ." [30] Any major decisions should be preceded by intensive learning projects. "In this way, the most beneficial courses of action can be determined for achieving peace, controlling population growth, reducing pollution and other problems of urban industrial living, and promoting international development. By studying the possible wide-ranging consequences of various routes to achieve a specified goal, public officials can make decisions within a wider and longer-term context." [31] Only by providing an excensive public participation phase of planning programs can that wide spectrum of opinion and experience be examined in formulating and choosing among the widest possible variety of possible alternatives. It is by educating people to understand the problems and the choices they need to make that we can reach workable planning for wise use of resources.

IV.

Case Study of the Washington County Project

Background. In the spring of 1973, the Governor's Conference on Erosion and Sediment Control was held in Madison, Wisconsin. This conference brought together people from many state and local governmental agencies charged with water quality responsibilities. Its objectives were: (1) To increase understanding about erosion prevention and sediment control in Wisconsin; (2) to highlight existing and proposed erosion and sediment control in the state; (3) to consider a model ordinance that would meet present and future legislative requirements; and, (4) to develop a plan of action for erosion prevention and sediment control in Wisconsin. The State statute governing Soil and Water Conservation Districts had just been revised thereby allowing erosion control measures to be adopted more readily than in the past. The model ordinance which had been developed was an item for discussion.

Section 108 of P.L. 92-500, however, gave a chance to initiate a program to get data to support contentions of conservation agencies that farm land conservation measures like terracing, grassed waterways, etc., were really saving great quantities of soil and cutting down on water pollution. Cost data might also be collected and efforts made to develop institutional arrangements

and possibly legislation to augment the voluntary efforts already being made. An interdisciplinary approach utilizing all the agencies involved in water quality was developed and formalized to work in Washington County. These arrangements appear as Figure 1.

Objectives. "As a result of input from the participants identified in Figure 1., the overall objective of the program is to demonstrate the effectiveness of land treatment measures in improving water quality, and to devise the necessary institutional arrangements required for the preparation, acceptance and implementation of a sediment control ordinance or other regulatory program applicable to incorporated and unincorporated areas on a county-wide basis. Specific objectives deemed necessary for the successful attainment of the overall objectives are:[33]

1. Demonstrate through a monitoring program the effectiveness of sediment and erosion control techniques for improving water quality.

2. Develop a sediment control ordinance or other regulatory mechanism acceptable to landowners and the several governmental authorites responsible for implementing such measures and determine the combination(s) of institutional arrangements in the form of laws and intergovernmental relationships involving federal, state, county and municiple governments required for implementing regulatory programs in incorporated and unincorporated areas on a county-wide basis.

3. Develop a model of the personnel required and the technical and financial assistance needed to implement a sediment control program using a regulatory approach.

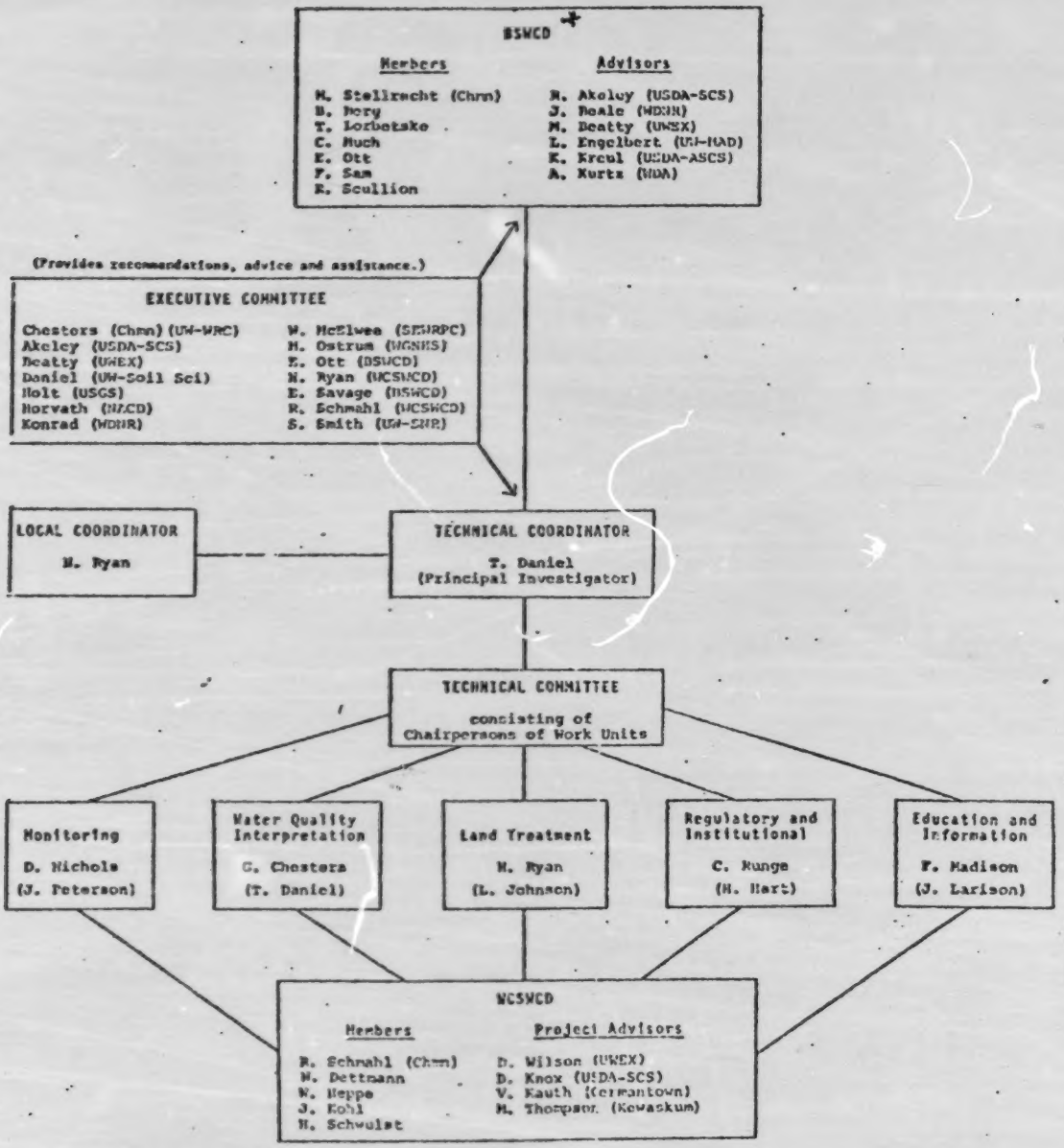


Figure 1. Program management organization

4. Develop and systemize the educational and information dissemination effort to the appropriate user groups required for implementing a sediment control program using a regulatory approach.

5. Provide an evaluation of the feasibility of implementing regulatory sediment and erosion control programs in the Great Lakes Basin States and other areas where applicable."

The project was submitted to the Environmental Protection Agency on February 28, 1974, and a grant for the development of a project work plan was awarded on May 24, 1974.

"Following the award and acceptance of the grant, a small project staff was assembled to coordinate a planning effort. A good deal of time was spent initially in developing the administrative relationships necessary for the proposed interdisciplinary and interagency project. It was agreed that the University of Wisconsin-Extension would serve as the administering agency for the grantee--the State Board of Soil and Water Districts. Contractual agreements with cooperating agencies were to be handled by University of Wisconsin-Extension.

Meetings were held with officials of the Village of Germantown to plan for the monitoring of areas being developed to meet growing urban needs. Three sites in the village -- one an industrial park and two scheduled for subdivision development -- were identified as sites for study of sediment problems arising from urbanization.

To study sediment problems on rural lands, two predominantly agricultural watersheds within the Great Lakes Basin portion of Washington County were suggested to the project staff by the Washington County Board of Soil and Water Conservation Supervisors. Both watersheds were reviewed by the project staff. Characteristics such as soils, physiography, potentials for monitoring and needs for land treatment were carefully analyzed and recommendations submitted to the District Supervisors. Following field hearing, and their own review, the supervisors selected the Kewaskum Creek Watershed for study.

Selection of monitoring sites in both the agricultural and urban watersheds was made in concert by representatives of the U.S. Geological Survey, the Wisconsin Department of Natural Resources and the University of Wisconsin. Plans for the installation of land treatment measures in the agricultural watershed were developed through a contractual arrangement with the U.S. Soil Conservation Service. Land treatment plans for the urbanizing watershed were developed by project staff, representatives of the Village of Germantown and individuals involved in the planned subdivisions."[33]

A team of social scientists was put together to handle the development of a regulatory mechanism for sediment control. The economic, environmental and social implications of such regulation were considered to be

important factors in the acceptability of any regulations. A thorough study of the existing laws and agencies working in erosion control as well as the institutional arrangements among units of government and agencies were also to be studied in order to determine the best arrangements possibble.

Education and Information Goals. "The goal of the educational phases of the project is to have a diverse group of target audiences -- local, state, multi-state and national -- be made aware of alternative solutions to the sediment problem in rural and urbanizing areas. The purpose is to have these audiences modify their attitudes and behavior on a long-term basis so that sediment control is substantially increased and sediment pollution of the nation's waters is reduced.

Within this broad goal several specific operational objectives become important.

1. Increase public awareness and understanding of the problems caused by sediment in streams.

2. Increase public awareness and understanding of the full range of possible preventive and corrective measures for solving these problems.

3. Improve public awareness among a wide variety of individuals and groups of the purposes, progress and significant findings of the Washington County Project.

4. Provide opportunities through which various segments of the public can observe results of the project and project activities.

5. Provide forums through which the public can participate in formulating and reviewing specific aspects of the project.

6. Provide forums through which the public can participate in implementing specific program recommendations such as land use planning and land use regulations.

7. Provide educational materials which can serve to transfer information and methodolgy to other appropriate geographic areas.

A general description of the proposed work involves an "active, client-centered, problem-oriented educational program requiring six steps:

1. Identification of target audiences or clientele groups.

2. Identification of needed learning experiences to bring about changes in attitudes and behavior for each target group.

3. Planning of educational programs with selected members of each target audience.

4. Development of necessary educational materials in a form comprehensible to the user.

5. Systematic execution of the planned educational program.

6. Continual evaluation of the program." [34]

Identification of Publics. Client groups are identified in Figure 2. In identifying the publics to be involved, the program has targeted special interest groups interested in environment, natural resources, community development, taxation, etc., and the general public through its involvement with service clubs. School groups are also identified and educational programs provided to them. Those affected by any new regulations have also been included. These include earthmovers, contractors and farm organizations. Governmental agencies at the local, state, multi-state and national levels are also identified

Examples of target clientele and respective audience groups

Target Clientele

LOCAL (Within Washington County)

- News media
- Service Clubs
- Voluntary organizations concerned with environment, natural resources, community development, taxation, etc.
- Committees of the Washington County Board
  - ** Soil and Water Conservation District Supervisors
  - ** Planning and Zoning Committee
  - ** Extension Education Committee
- Town Boards
- City and Village Councils
- Schools - primary and secondary
- Others (to be selected)

Southeast Wisconsin Counties

- Regional Planning Commission
- Area Association of Soil and Water Conservation Districts
- Southeast District - Wisconsin Association of Agriculture and Extension Education Committees, Inc.
- County Boards in Southeastern Wisconsin
- Multi-county watershed associations
- District office of Wisconsin Department of Natural Resources
- Region-wide voluntary organizations
- Federal and state agencies dealing with natural resources

STATE

- Wisconsin Agricultural and Extension Education Committees, Inc.
- Wisconsin County Boards Association
- Wisconsin Association of Conservation Districts
- League of Women Voters of Wisconsin
- State agencies - selected staff
  - ** Department of Natural Resources
  - ** Department of Local Affairs and Development
  - ** Department of Administration
  - ** Department of Public Instruction
- Natural Resources Council of State Agencies
- Wisconsin Environmental Education Council
- Federal agencies dealing with natural resources
- Statewide news media

MULTI-STATE

- SWC Districts throughout the Great Lakes Region
- Upper Mississippi Area of NACD
- Federal and state agencies in Great Lakes Basin

NATIONAL

- National Association of Counties
- National Association of Conservation Districts
- Federal agencies dealing with natural resources
- U.S. Environmental Protection Agency
- US Department of Agriculture
  - ** Soil Conservation Service
  - ** Agricultural Stabilization and Conservation Service
  - ** Farmers Home Administration
  - ** Federal Extension Service
- US Department of the Interior
  - ** Geological Survey
  - ** Bureau of Sport Fisheries and Wildlife
- US Army Corps of Engineers
- US Department of Health, Education and Welfare
- US Dept. of Housing and Urban Development

INTERNATIONAL

- International Joint Commission and related entities

Figure 2

as potential publics.

It would appear that an effort has been made in the planning for participation to include a wide variety of opinions. Currently, the Washington County Extension Resource Agent is contacting these groups to attempt to interest each in having a program on the Project presented to the group, or in participating in another way that is specified by the group. The Agent has identified individual groups within the categories included in the target clientele listing. Arrangements have been made for him to speak to several service clubs and developers' groups.

Level and Purpose of Involvement. Initially the need is education and information. An awareness of the problem and nature of erosion must be achieved. Nonpoint source pollution must be defined and examples shown by brochures and slide showings to develop the public's awareness of the nature and problems of nonpoint source pollution.

Once awareness has been developed, forums will be organized to permit participation in reviewing solutions to deal with the problems. Potential regulatory measures will be presented for review also. Alternatives for problem solving will be developed and reviewed.

Placement of the Project on the Level of Involvement scale indicates that the Washington County Project appears currently to be in Level 2, TALK TO, or Level 3, TALK WITH.

The involvement level of the "influentials", namely the Washington County Soil and Water Conservation District Supervisors, and the Washington County Board of Supervisors falls in Level 5, Interact, in the educational phases associated with the project, and in the process of formulating and passing an erosion control regulation.

Activities and Mechanisms Used. Some proposed activities and mechanisms used in the program are shown in Figure 3. Teaching materials such as brochures, slide-tape sets and educational materials are to be developed by the Washington County Project staff. Newspaper articles are also to be developed as well as media releases for radio and television. Talks are being given to the local service clubs and interest groups on their request. Contacts are also being made with the schools in the areas to provide tours for teachers and students and follow up with educational materials for classroom use.

Basically, the initial phases will be information/education with use of a full range of educational materials. When monitoring data is more complete and the nature of nonpoint source pollution more widely understood, the activity will be more in the nature of review/react to possible alternative for nonpoint source pollution control.

Use of Responses. No specific use for responses of citizens has been developed. A newsletter put out by the Extension Resource Agent could serve the function.

Figure 3. Example of a teaching and activity outline

Audience or client group	Needs for education	Teaching objectives	Activities & events: Type and scope	Activities & events: Time or duration	Responsibility: Lead	Responsibility: Cooperators
• Washington County Board Committees •• SWCD •• Planning •• Ext. Education • County Board	• Understand Project • Advise & Counsel in project development • Consider facts on policies & issues and their consequences	• Acquaint County Board Members with project • Allow Board to advise on project development • Give facts on project findings in terms of alternate policies & their consequences	• Tours, briefings, and reports to committees • Advisory Committee meetings • "Public policy" meetings for committees & entire county board	• Throughout project • Throughout project • 1976 1977	• County Ext. Staff • Local Coordinators • County Ext. Staff	• All agencies • County Extension, SEWRPC SCS • Total project staff & contractors
• Wisconsin County Boards Association	• Become generally familiar with project • Understand implications of project for state	• Acquaint key county board members (statewide) with project • In-depth education for key committees of Wisconsin County Boards Association	• Articles • Presentations at state meetings • Tours • Television • Movies • One or more conferences & workshops on policy issues & consequences.	• 1976 1977 • Late 1976 1977	• Project Director • Project Director	• UWEX BSWCD staff SCS • UWEX BSWCD staff
• National Association of Counties • National Association of Conservation Districts	• Become familiar with the implications of the Washington County Project for nationwide uses by counties and states • Become familiar with sources of factual information & teaching aids	• Desseminate project findings throughout the nation • Promote nationwide action of local governments on sediment control	• Presentations at national meetings, publications in national magazines, use of films, TV shorts, slides, etc. • Conferences & workshops for in-depth consideration of project findings	• 1977 1978	• Project Director	• UWEX • Extension Service USDA • EPA • NACD • SCS

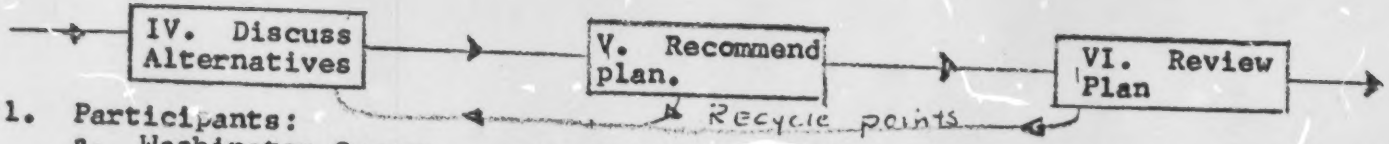
Design of Program. Figures 4, 5 and 6 show the Washington County Project in the framework of the citizen participation model developed in Chapter 3. Currently, the project is in Phase II. Collect and Disseminate All Information. Monitoring stations for stream monitoring are being operated and data collected. The Washington County Extension Resource agent has identified target groups and is currently speaking to civic groups on nonpoint source pollution probelms in the county. Press releases are going out to the local weeklies and the larger daily papers of the area discussing the monitoring stations.

Alternatives to be discussed at a future date will include whether a regulation prohibiting farm and construction activities without erosion control is needed or whether existing voluntary programs should be augmented by more funds or controls. If it is decided that an erosion control ordinance is needed, local support will be sought. Future planned activities are also shown on Figures 4, 5 and 6.

WASHINGTON COUNTY PROJECT CITIZEN PARTICIPATION PROGRAM

	I. Define and develop program	II. Collect and disseminate all information.	III. Develop alternatives.
1. Participants:	a. Washington County Project Staff b. Washington County SWCD c. Washington County Board	a. Washington County Project Staff b. Washington County SWCD c. Washington County Board d. General public	a. Washington County Project Staff b. Washington County SWCD c. Washington County Board
2. Level of involvement:	a. Interact b. Interact c. Talk with	a. Interact b. Interact c. Talk with d. Talk to	a. Interact b. Interact c. Talk with; Respond and react.
3. Purpose of Involvement	a. Interaction/dialogue b. Review/response c. Information/education	a. Interaction/dialogue b. Review/response c. Information/education d. Information/education	a. Interaction/dialogue b. Review/response c. Review/response
4. Mechanism:	a. Seminars b. Advisory Board c. Meetings	a. Seminars b. Advisory Board c. Meetings d. Variety of media	a. Seminars b. Advisory Board c. Meetings
5. Responses Used:	Staff responses and SWCD responses put into plan; no other response use specified.		

Figure 4



	IV. Discuss Alternatives	V. Recommend plan.	VI. Review Plan
1. Participants:	a. Washington County Project Staff b. Washington County SWCD c. Washington County Board d. General Public	a. Washington County Project Staff b. Washington County SWCD c. Washington County Board d. General Public	a. Washington County Project Staff b. Washington County SWCD c. Washington County Board
2. Level of Involvement	a. Interact b. Interact c. Response/reaction d. Response/reaction	a. Interact b. Interact c. Interact d. Response/reaction	a. Interact b. Interact c. Interact d. Response/reastion
3. Purpose of Involvement	a. Interaction/dialogue b. Interaction/dialogue c. Review/response d. Review/response	a. Interaction/dialogue b. Interaction/dialogue c. Review/response d. Review/response	a. Not applicable b. Interaction/dialogue c. Interaction/dialogue d. Review/response
4. Mechanisms	a. Seminars b. Advisory Board c. Public meetings d. Public meetings	a. Seminars b. Advisory Board c. Public meetings d. Public meetings	a. Give information only b. Advisory Board c. Public meetings d. Public Hearings
5. Use of responses:	None specified	None specified	None specified

Figure 5

VII. Finalize Plan → VIII. Implement Plan

1. Participants
   a. Washington County Project Staff
   b. Washington County SWCD
   c. Washington County Board
   d. General Public

2. Level of Involvement
   a. Information providers only
   b. Interact
   c. Interact
   d. Response/reaction

3. Purpose of Involvement
   a. Provide information only
   b. Legitimation
   c. Legitimation
   d. Legitimation

4. Mechanisms
   a. Public meetings and educational materials provided
   b. Public meetings
   c. Public meetings
   d. Public meetings

5. Use of responses:
   None specified.

Program or regulation to be administered or enforced by Washington County Board.

Figure 6

V.

Case Study of the State of Wisconsin Continuing Planning Process

Background. P.L. 92-500 provides that where the States show a willingness and a capability to take on the task of water quality control and planning programs, the EPA will turn over the responsibilities to those states. Wisconsin has shown the willingness and capability and has been designated as the agency to carry on the programs relating to 92-500. The Wisconsin Department of Natural Resources (DNR) is the Wisconsin agency given these responsibilities.

"Recent changes in Federal Regulations have led to the need to revamp the State's Continuing Planning Process. Consolidation of the 208 areawide planning regulations and the 303(e) basin planning regulations has created a single set of requirements for water quality management planning under the Federal Water Pollution Control Act. The revised CPP (Continuing Planning Process) reflects these requirements and, more importantly, reflects a new water quality management planning program. A new administrative structure has been established to carry out this effort. This includes a revamping of old advisory committees and the creation of new ones. It also includes an increased effort to bring the public, local and regional planning agencies and the

DNR districts into the program in a more meaningful way... Special funding for statewide planning studies will allow an accelerated program to be undertaken. This program will result in areawide water quality management plans being prepared for the entire State by November 1, 1978.

The law authorizes the Governor to designate regional agencies to undertake this planning effort, in conjunction with the state water quality regulatory authority for those geographic areas of the State which essentially meet the following three criteria:

1. The area is experiencing a complex water quality problem requiring regionwide planning.

2. The area has a regional agency that has both the authority and technical capability to conduct this areawide water quality planning.

3. The local units of government within the area support the designation of the regional agency to conduct this planning.

If these criteria cannot be met, the state water quality regulatory authority is charged with the responsibility of doing the water quality planning for these and for areas of the State which are not currently experiencing the complex water quality problems mentioned above.

Wisconsin has five areas experiencing the complex water quality problems which require an areawide planning effort. Designation of areawide water quality planning

agencies has been made in three of these areas by the Governor. The five areas and three agencies are:

1. Lake Winnebago and Lower Fox River Valley- The designated agency is the Fox Valley Water Quality Planning Agency.

2. The Badfish Creek and Yahara River drainage areas - The designated agency is the Dane County Regional Planning Commission.

3. The Southeastern Wisconsin River Valley - The designated agency is the Southeastern Wisconsin Regional Planning Commission.

4. The Upper Wisconsin River Valley. No designated agency.

5. The Rock River Basin - No designated agency

The Department of Natural Resources has been designated by the Governor as the State agency responsible for preparing the water quality management plans for the nondesignated areas of the State." [35]

The planning process is expected to take place for the next two years. The first set of plans is due on November 1, 1978. The basic administrative structure for the DNR 208 planning process appears as Figure 7.

Water Quality Management Program Goals. " Essential to the development, initiation and implementation of any program is a statement of goals. Goals provide the frame-

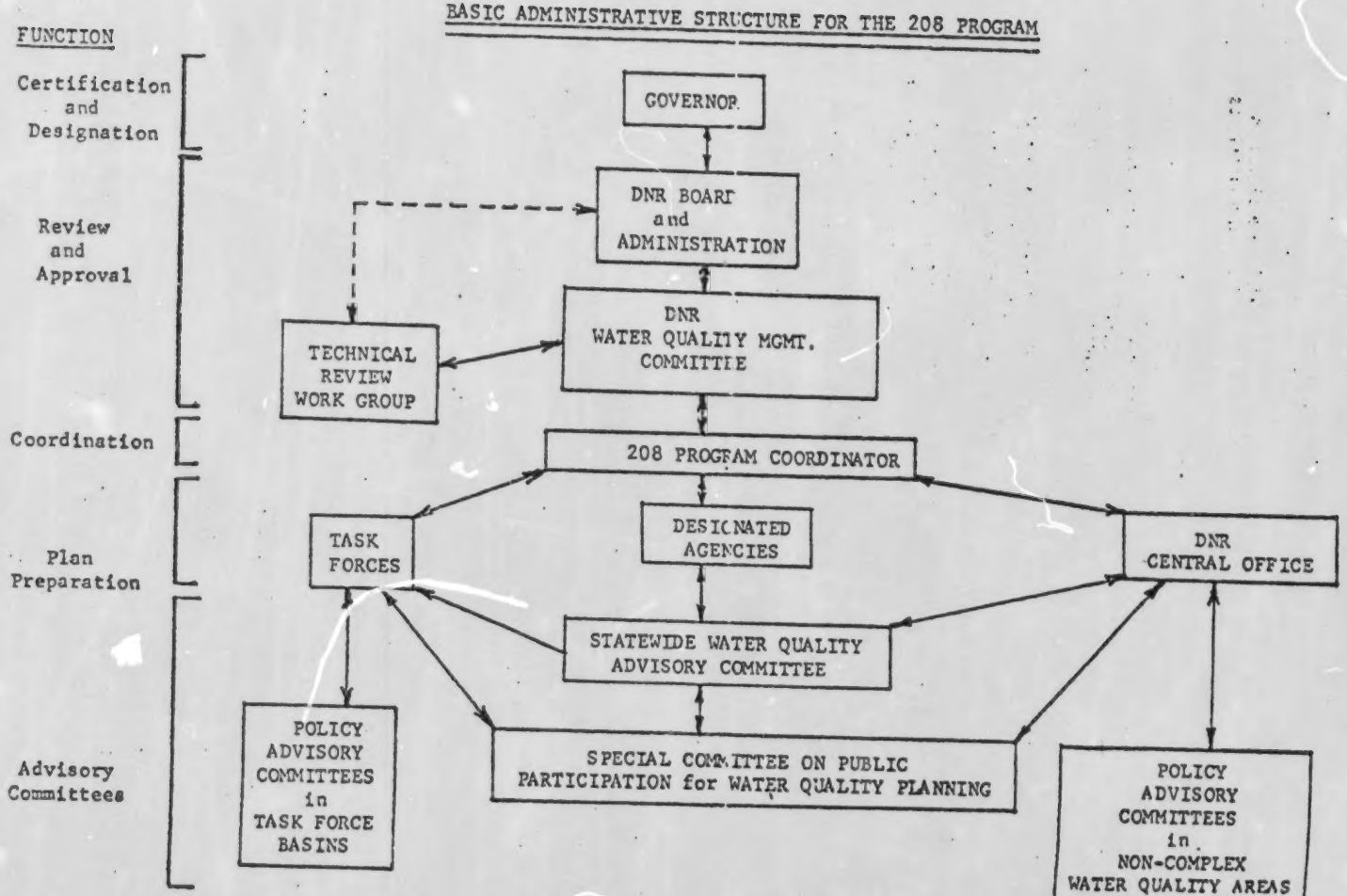

BASIC ADMINISTRATIVE STRUCTURE FOR THE 208 PROGRAM
FUNCTION
Certification and Designation
Review and Approval
Coordination
Plan Preparation
Advisory Committees
GOVERNOR
DNR BOARD and ADMINISTRATION
DNR WATER QUALITY MGMT. COMMITTEE
TECHNICAL REVIEW WORK GROUP
208 PROGRAM COORDINATOR
TASK FORCES
DESIGNATED AGENCIES
DNR CENTRAL OFFICE
STATEWIDE WATER QUALITY ADVISORY COMMITTEE
POLICY ADVISORY COMMITTEES in TASK FORCE BASINS
SPECIAL COMMITTEE ON PUBLIC PARTICIPATION for WATER QUALITY PLANNING
POLICY ADVISORY COMMITTEES in NON-COMPLEX WATER QUALITY AREAS

Figure 7

work from which the major work elements are derived and provide the guidance needed to place the proper emphasis on the various program elements. The following goals were initially formulated and adopted by the DNR Water Quality Management Committee. These goals have been reviewed by the Statewide Water Quality Advisory Committee.

The overall goal of the Water Quality Management Program is to attain fishing and swimming water quality by 1983 wherever feasible in the State of Wisconsin. To help attain this overall goal, the following specific goals are also established:

A. To determine the most cost-effective means for the control of point and nonpoint sources of water pollution in every basin in the State.

B. To comprehensively consider the impacts of all sources of water pollution in an integrated manner.

C. To consider both the primary and the secondary impacts of program alternatives, including the effects on air and ground water quality.

D. To consider the impacts of land use on water quality and the secondary effects of proposed water quality control alternatives on land use.

E. To assure that costs to be imposed for pollution abatement will fall in a reasonable manner on all affected individuals, communities and industries.

F. To assure that 'Best Management Practices' to control nonpoint sources of pollution will be developed in such a manner as to address the unique conditions prevailing in each specific area.

G. To identify locally acceptable management structures which can efficiently carry out the technical requirement of the water quality management program.

H. To involve locally affected units of government as fully as possible in the planning and implementation of the Water Quality Management Program.

I. To provide opportunity for interested citizens, special interest groups, and affected commercial and industrial entities to react to and advise on proposed program alternatives.

J. To assure that the Water Quality Management is coordinated with other ongoing or proposed areawide activities including the plans and programs of local and regional planning commissions." [36]

Citizen Participation Program. " The public participation element is designed to provide local citizen input in addition to the more formally structured advisory committees which will be created in various areas of the State..... Opportunity will be given to a special advisory committee representing a cross section of public interests to accomplish this goal and the State's

objectives... This committee will work with the Department [DNR] , including the task forces, in designing and guiding a public participation program within the limits of the budget available. The committee will be made up of one representative from each of the following Statewide groups:

1. League of Women Voters.
2. League of Municipalities.
3. Wisconsin Association of Soil and Water Conservation Districts.
4. Wisconsin Manufacturers Association.
5. Wisconsin's Environmental Decade
6. Sierra Club.
7. Conservation Congress
8. County Boards Association.
9. Wisconsin Towns Association.
10 State AFL-CIO.
11. Wisconsin Press Association.
12. State Broadcasters Association.

The first task of this committee will be to design a public participation program aimed at achieving the Statewide goals. Upon completion of this task, it will the responsibility of the committee to monitor this program and, at appropriate intervals, report on its progress and advise on the progress of the planning program. Upon completion of the initial planning period, a statement by the committee will be incorporated in the plans.

Within the Department, the responsibilities for assisting the public participation effort will be primarily with the Water Quality Planning Section and the task forces for the Upper Wisconsin River and the Lower Rock River. ..Within the Water Quality Planning Section, one

person would devote full time to the public participation program. The primary responsibility of this person would be that of keeping the committee informed of the planning activities of the Department and providing a primary path of communication between the committee and the Department. In addition, the evaluation of various proposed public participation programs as developed by both the committee and others within the Department, the provision of assistance in the development and coordination of mailing lists, public meetings, conferences, etc., and the initiation of communication with the public through the media would be this person's responsibilities.

Further assistance and expertise within the Department may be provided on a limited basis by the Bureau of Information and Education.

Within each of the Task Force Areas an additional person would be identified to allocate a portion of their time to the public participation activities of the Department. These persons would be members of the task forces and thus under the direction of the respective district offices. The responsibilities of this position would be similar to those of the person attached to the central office, although relating to only the specific area under study. It is anticipated that a close working relationship between this person and the many interested citizens and groups within each area would be developed.

This approach to public participation will not be limited to planning alone, but will be extended to the total water quality improvement effort of the Department."[38]

Identification of the Publics. The DNR has identified as publics "influentials" who serve on the committees shown in Figure 7. These include:

1. Statewide Water Quality Advisory Committee: Members are-

   U.S. Environmental Protection Agency
   U.S.D.A. - Soil Conservation Service
   U.S. Geological Survey
   U.S. Army Corps of Engineers
   Chairman of Assembly Natural Resources Committee
   Chairman of Assembly Environmental Quality Committee
   Chairman of Senate Natural Resources Committee
   Department of Agriculture
   Department of Transportation
   Department of Administration
   Wisconsin Board of Soil and Water Conservation Districts
   University of Wisconsin - Extension
   Department of Local Affairs and Development
   Department of Health and Social Services
   Southeastern Wisconsin Regional Planning Commission
   Dane County Regional Planning Commission.
   Fox Valley Water Quality Planning Agency
   Rock River Task Force Planning Area
   Upper Wisconsin Task Force Planning Area
   Upper Lake Michigan Policy Advisory Committee
   Northwest Wisconsin Policy Advisory Committee
   Southwest Wisconsin Policy Advisory Committee

2. Policy Advisory Committees in Task Force Basins: Members include -

   Local elected officials representing counties, communities over 7500 or Standard Statistical Metropolitan Areas (SMSAs), Regional Planning Commissions, Indian reservations.

3. Policy Advisory Committees in Non-Complex Water Advisory Committees in Non-complex Water Quality Areas; Members include -
   Same as those in 2.

4. Public Participation Committee. Described above.

Identification of other publics is part of the task of the Special Committee on Public Participation for Water Quality Planning. Currently seven categories of publics have been identified by the committee as follows:

1. Governmental - elected officials
2. Governmental - Agencies
3. Economic interests
4. Environmental interests
6. Civic groups.
7. Educational groups.

Individuals and groups are being identified within these categories.

Levels of Involvement. The process of citizen participation programming is just beginning. The Special Committee and the other committees identified by the DNR are operating at a Response and Reaction and an Interact Level at present. The general public has yet to be involved heavily although information is being developed to distribute.

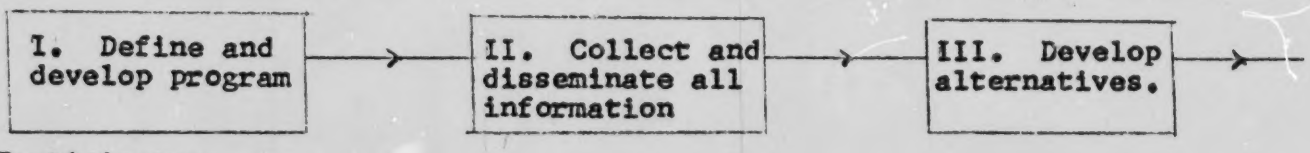
Purpose of Involvement. It is anticipated that all of the purposes of involvement- Information/education, Review/response, Interaction/dialogue and legitimation - will be utilized during the planning processes. The DNR committees are still formulating the processes to be used in the participation programs.

Mechanisms Used. Currently, plans are being made to produce an informational brochure plus a popularized form of the Continuing Planning Process document for the general public. A slide showing is being produced for use with groups. Press releases about the process are being written and arrangements for radio time on the State station have been made.

Use of Responses. This question has not been resolved by the Special Committee on Citizen Participation.

Design of Program. Figures 8, 9 and 10 show the Wisconsin 208 process in the framework of the citizen participation model developed in Chapter 2. Currently, the process is in stage 1, Define and develop program. The remaining stages are shown only for the committees which DNR has identified for participation since the process for individual area efforts have not been defined.

STATE OF WISCONSIN CONTINUING PLANNING PROCESS CITIZEN PARTICIPATION MODEL

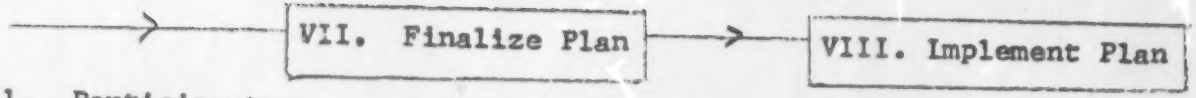


1. Participants:			
	a. Statewide Advisory Committees	a. Statewide Advisory Committees	a. Statewide Advisory Committees
	b. Special Committee on Citizen Participation	b. Special Committee	b. Special Committee
2. Level of Involvement			
	a. Interact	a. Interact	a. Interact
	b. Interact	b. Interact	b. Response/reaction
3. Purpose of Involvement			
	a. Interaction/dialogue	a. Interaction/dialogue	a. Interaction/dialogue
	b. Interaction/dialogue	b. Review/response	b. Review/response
4. Mechanism			
	a. Advisory Board	a. Advisory Board	a. Advisory Board
	b. Advisory Board	b. Advisory Board	b. Advisory Board
5. Use of responses:			
	a. Change plans	a. Affects process	a. Affects process
	b. Affects process	b. Affects process	b. May affect process.

Figure 8

IV. Discuss Alternatives
V. Recommend plan.
VI. Review plan.
RECYCLE POINTS
1. Participants
a. Statewide Advisory Committees
b. Special Committee
2. Level of Involvement
a. Interact
b. Response/reaction
3. Purpose of Involvement
a. Interaction/dialogue
b. Interaction/dialogue
4. Mechanisms
a. Advisory Board
b. Advisory Board
5. Use of responses
a. Affects process
b. May affect process
a. Statewide Advisory Committees
b. Special Committee
a. Interact
b. Response/reaction
a. Interaction/dialogue
b. Review/response
a. Advisory Board
b. Advisory Board
a. Affects process
b. May affect process
a. Statewide Advisory Committees
b. Special Committee
a. Interact
b. Response/reaction
a. Review/response
b. Review/response
a. Advisory Board
b. Advisory Board
a. Affects process
b. May affect process.

Figure 9



1. Participants
   a. Statewide Advisory Committee
   b. Special Committee on Citizen Participation
2. Level of Involvement
   a. Interact
   b. Review/ react
3. Purpose of Involvement
   a. Review/response
   b. Review/response
4. Mechanisms
   a. Advisory Board
   b. Advisory Board
5. Use of response
   a. Affects process
   b. May affect process.

Programs or regulations to be administered or enforced by DNR or other units of government.

Figure 10

VI.

Case Study of Dane County
208 Areawide Waste Treatment Planning Process

Background."The Dane County Regional Planning Commission was designated by Governor Lucey on April 9, 1965 as the Areawide Waste Treatment Management Planning Agency for the Madison Standard Metropolitan Statistical Area. This designation was approved by the Adminstrator of the United States Environmental Protection Agency on May 22, 1975, pursuant to Section 208 of the Federal Water Pollution Control Act Amendments of 1972."

The Dane County Regional Planning Commission is an appointive body governed by Chapter 66 of the Wisconsin Statutes. Appointments are made by the Dane County Executive, villages, 4th class cities and towns and the city of Madison. The Commission is advisory to the local units of government it represents and serves as the A-95 review agency for all projects requiring federal funding. These include sewer and water treatment facilities

Objectives. "It is a goal of the Dane County Regional Planning Commission to develop a realistic and workable 208 plan and process which is intended to assure that by July 1, 1983, all surface waters of Dane County will be suitable for the protection and propagation of fish, shellfish, and wildlife and provide for primary and

secondary recreational activities.

The Dane County Regional Planning Commission recognizes a number of water quality management problems within its jurisdictional area. The major problems and challenges are, specifically:

1. Fertilization and siltation of the Madison lakes;
2. Urban drainage and rural nonpoint sources, with respect to the Madison lakes and other surface waters of the County;
3. Municipal and private wastewater treatment plants in need of upgrading;
4. Protection of groundwater resources, especially in shallow aquifers;
5. Areas served by septic tanks in unsuitable soils, and areas served by septic tanks which are reaching densities at which central collection is feasible,
6. Improper sludge and solid waste disposal practices,
7. Cooling water discharges, especially from industries and power generating plants;
8. De-icing salt runoff.
9. The beneficial impact of wetlands upon water quality and the detrimental impacts of wetland drainage; and
10. Lack of a coordinated, well-developed management system for water resources.

.....

The structural components of the planning process appears as Figure 11.

POLICY AND POLICY ADVISORY PROCESS
FOR 208 PLANNING IN DANE COUNTY

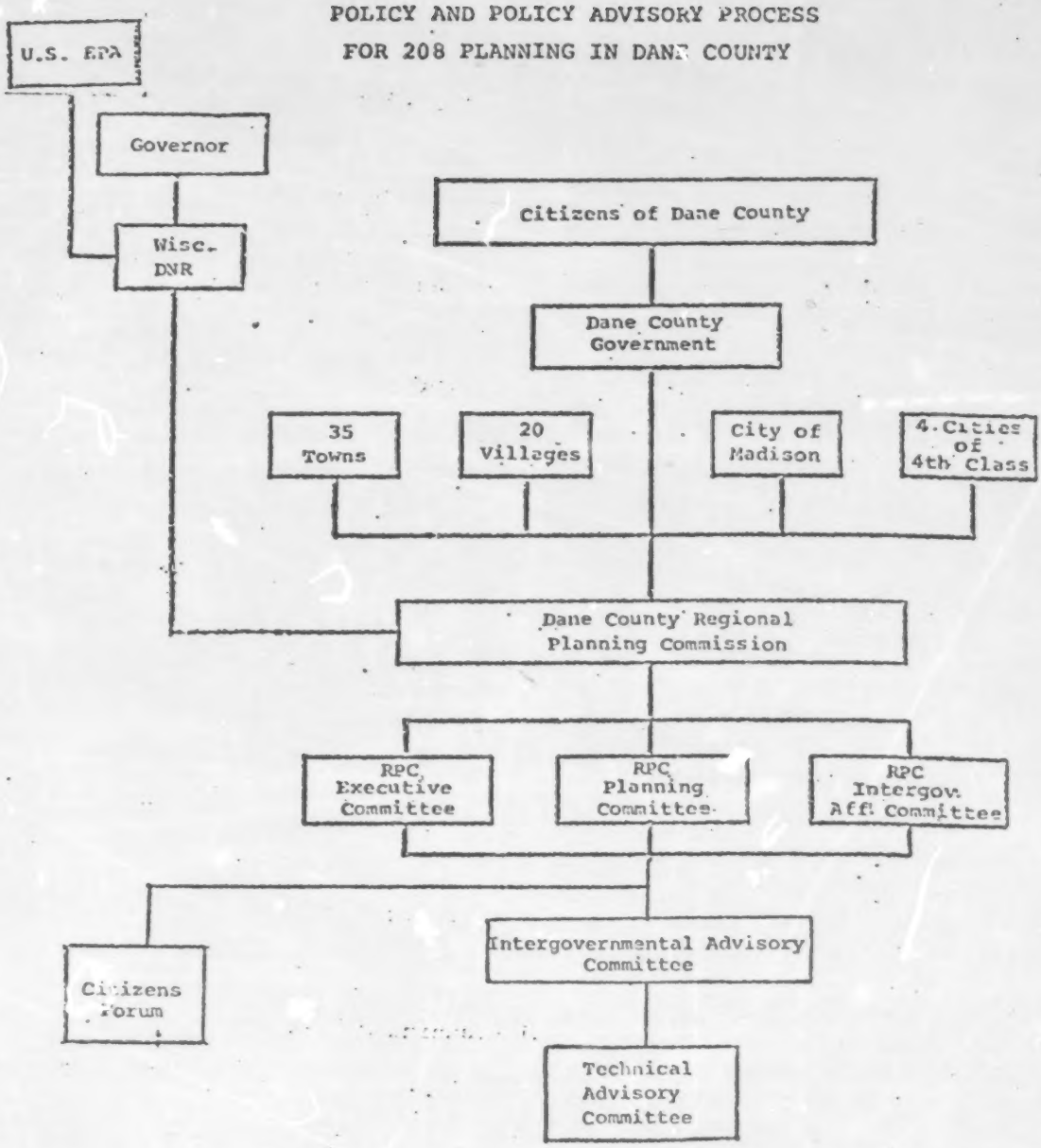


Figure 11

Citizen Participation Program. "The primary emphasis of the Dane County Water Quality Planning effort is placed on implementation. To facilitate the implementation process, it is essential to develop a plan that is technically sound, economically feasible, and in addition, provides mechanisms for extensive public participation and involvement throughout the planning process. It is based on this realization that the Citizen Participation Program for the Water Quality Plan is being developed.....

To provide for technical advice on planning matters, intergovernmental coordination and local advice on policy issues, and timely citizen involvement, the Citizen Participation Program will consist of two aspects. One is the use of already existing [RPC] advisory committees. The committees will provide a means for gathering input from the technically informed citizens and local policy makers of Dane County. The other aspect is somewhat less structured and will consist of a large number of techniques and methodologies aimed at involving elected officials and the general public in the water quality planning process.....

The implementation of the Citizen Participation Program will be a joint effort between the Regional Planning Commission and the Dane County Soil and Water Conservation District,"[40] with assistance of the Dane County Extension staff.

Identification of Publics. The Dane County Regional Planning Commission has identified technical and governmental leaders as the primary publics with which to interact. Other groups are being identified by a Special Committee on Public Information which is operating separate from the Agency, and is primarily identifying groups to contact and disseminating information. Local government officials are also a target clientete for information efforts.

Membership of the two advisory committees appears as Figure 12.

"The Water Quality Public Information Coordinating Committee is an independent group organized to create an awareness of problems affecting lakes and streams in the Dane County area and to define the role the public can play to help alleviate these conditions.

The committee is composed of members of public interest groups and governmental agencies with a common concern for improving water quality.

Our purpose is to educate the public about water quality by assembling and disseminating information from available materials and by coordinating the relevant activities of those involved in this common effort. Through increased public awareness and participation, it is our common goal that wise management of water resources in

ENVIRONMENTAL RESOURCES DIVISION ADVISORY COMMITTEES

Technical Advisory Committee

MEMBER	DISCIPLINE REPRESENTED
Michael S. Adams	Botany
David E. Armstrong	Water Chemistry
Paul Mac Berthouex	Civil & Environmental Engineering
John M. Cain	Water Resources Planning
Fred C. Dreher	Water Resources Monitoring
James C. Knox	Geography
Gerhard B. Lee	Soil Science
James O. Peterson	Water Quality
Lawrence B. Polkowski	Civil & Environmental Engineering
John J. Reinhardt	Solid Waste
Paul D. Uttormark	Water Resources

MEMBER	ORGANIZATION REPRESENTED
Clayton O. Dunn	Dane County
Gerald Germanson	Intergovernmental Advisory Committee
Lyle F. Hird	John Strand & Assoc., Inc.
Dennis N. Hultgren*	Mead & Hunt, Incorporated
Max F. Kolctzke	Lakeland Engineers, Incorporated
Donald G. Last	Dane County Extension-Environmental Quality Agent
Donald E. Mayo**	City of Middleton-Public Works Dept.
Arnold E. Milke	City of Madison-Engineering Dept.
Karl A. Mohr	City of Madison-Public Health Dept.
Mike Pearsall	City of Sun Prairie-Engineering Dept.
Larry W. Russell	Madison Water Utility
Mary Louise Symon	Dane County Regional Planning Comm.
Ole Week	" " " " "

* Committee Chairman
** Committee Vice-Chairman

Intergovernmental Advisory Committee

MEMBER	REPRESENTING
Lyman F. Anderson	Dane County Soil & Water Cons. Dist.
Jonathan B. Barry	Dane County Board of Supervisors
Stephen M. Born	Wis. Dept. of Administration
J. W. Clark**	Madison Metropolitan Sewerage Dist.
Richard E. Cohen	Wis. Dept. of Agriculture
Mary Crawford	Wis. Dept. of Local Affairs & Dev.
Thomas G. Frangos	Wis. Dept. of Natural Resources
John W. Fuller	Wis. Dept. of Transportation
Gerald Germanson*	Urban Citizens
Donald L. Hann	Rock Valley Metropolitan Council
Dennis N. Hultgren	Technical Advisory Committee
Bernard J. Kennedy	Rural Citizens
Frank W. Kiefer	Columbia Co. Soil & Water Conservation District
Doyle W. McCully	U.S. Army Corps of Engineers
Shirley A. Mitchell	U.S. Environmental Protection Agency
Leo F. Mulcahy	Wis. State Bd. of Soil & Water Conservation Districts
Harold B. Porter	U.S. Dept. of Agriculture, Soil Conservation Service
Fred A. Raemisch	Dane County Regional Planning Comm.
Gregory A. Vander Velden	Wis. Dept. of Health & Social Services
Carol Wuennenberg	City of Madison

* Committee Chairman
** Committee Vice-Chairman

Figure 12

Dane County be effected.", according to the statement of the committee.

Level of Involvement. In reviewing the level of involvement, there are several categories of citizens participating at various levels as follows:

1. Regional Planning Commission. This group as the one responsible for development of the plan is operating at Level 5, Interact.

2. Dane County Soil and Water Conservation District. This is a standing committee of the Dane County Board composed of five County Supervisors appointed by the County Board Chairman. There is a memorandum of agreement between the SWCD and the RPC giving the SWCD responsibility for programs in the rural areas. Two employees are shared by the RPC and the SWCD. In programs dealing with Rural Runoff, the SWCD operates at level 5, Interact. In programs not dealing with rural programs, the SWCD is involved at Level 3, Talk with.

3. Dane County Board of Supervisors. This group will ultimately be responsible for implementation of programs or new regulations. They are involved at about Level 2, Talk to. Later in the process they will be at an Interact stage when plan is up for approval.

4. Advisory Committees. Operate at Interact.

5. Water Quality Public Information Committee. This

group operates at Talk With. It elicits no responses from the publics it is attempting to reach and acts only to disseminate information.

6. General public. Operates at levels 1, 2 or 3 depending on how meetings with public are run. If agendas are kept short enough to permit discussion, Level 3, Talk With, is the best level. When data has been compiled Level 4, Response/reaction, will be a preferable level.

Purpose of Involvement. All of the purposes of involvement are to be utilized. These include information/education, review/response, interaction/dialogue and legitimation. Since the major objective of the process is implementation of a plan, legitimation is obviously an important purpose in the final stages of the planning process.

Use of responses. The current use of responses is to include them in the Regional Planning Commission newsletter which is sent to local governmental officials and others interested in Regional Planning activities. Persons who have attended community and other meeting are included on the mailing list for this publication.

Mechanisms used. A listing and plan for citizen participation activities planned is shown as Figure 13.

Design of Program. Figures 14, 15 and 16 show the Dane County Regional Planning Commission 208 process in the framework of the citizen participation model

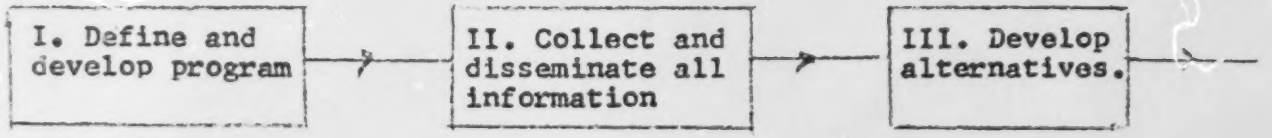
CITIZEN PARTICIPATION PROCESS

Citizen Participation Activities	STAGE I Information/ Education Process August 1975 - March 1976	STAGE II Review/Reacton Process April 1976 - January 1977	STAGE III Approval and Adoption Process February 1977 - June 1977
Advisory Committees	Monthly meetings	Monthly meetings	Monthly meetings
Community Meetings	One set of 7 meetings	Two sets of 7 meetings	One set of 7 meetings
Areawide Citizen Forums	~~One set of 3 Forums~~ deleted	Forums replaced by Community Meetings	One set of 3 Forums
Meetings with Community Groups	Meet when possible	Meet when possible	Meet when possible
Media Contacts:			
.Newspapers(daily weekly)	At least one newsrelease	Newsreleases used as necessary	Newsreleases used as necessary
.Radio	Give consideration	.News items .Announcements	.News items(ten .Talk shows tive
.Television	Give consideration	.News items .Announcements	.News items(ten .Talk shows tive)
Publications:			
.Newsletter (RPC	Monthly articles	Monthly articles	Monthly article
.Brochure	Publish and distribute brochures	Publish and distribute brochures	Publish and distribute brochure
.Newspaper supplements	Consider use of supplements	Develop and distribute supplements	Develop and distribute supplements.
Response Mechanisms			
.Questionnaires(general mailings and distributed at meetings	Develop and distribute questionnaires	Develop second questionnaire (tentative)	Distribute second questionnaire (tentative)
."Mail In" Responses ..attached with brochures	Develop and distribute "Mail In" responses	Develop and distribute additional responses (tentative)	Develop and distribute additional responses (tentative)
..attached with newspaper supplements	Consider "Mail In" responses	Distribute "Mail-In" responses	Consider additional response mechanisms
Interviews and Informal Contacts	When appropriate	When appropriate	When appropriate
Public Hearings	Prepare for hearing to be held in Stage II	One hearing presently planned	Two hearings presently planned

Figure 13.

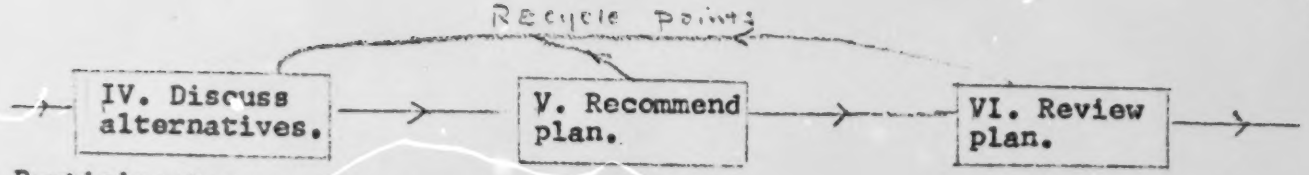
developed in Chapter 2. Currently the process is in Phase II, Collect and Disseminate All Information. Monitoring data is being accumulated for later use. Individuals and groups are being contacted in a effort to explain the process and elicit interest in the communities involved. Local government officials are being contacted to explaing the process and how each will be needed.

DANE COUNTY AREAWIDE WASTE TREATMENT PLANNING PROCESS CITIZEN PARTICIPATION PROGRAM



	I. Define and develop program	II. Collect and disseminate all information	III. Develop alternatives.
1. Participants:			
	a. Regional Planning Commission	a. Regional Planning Commission	a. Regional Planning Commission
	b. Dane County SWCD	b. Dane County SWCD	b. Dane County SWCD
	c. Dane County Board	c. Dane County Board	c. Dane County Board
	d. Advisory Committees	d. Advisory Committees	d. Advisory Committees
	e. Public Information Committee	e. Public Information Committee	e. Public Information Committee
	f. General Public	f. General Public	f. General Public
2. Level of Involvement			
	a. Interact	a. Interact	a. Interact
	b. Interact	b. Interact	b. Interact in part on rural runoff
	c. Response/reaction	c. Talk to	c. Talk with
	d. Interact	d. Interact	d. Interact
	e. Talk to	e. Talk to	e. Talk to
	f. Talk to	f. Talk to	f. Talk with
3. Purpose of Involvement			
	a. and d. Interaction/dia.	a. and d. Interaction/dia	a. and d. Interaction/dia.
	b. Review/response	b. Review/response	b. Review/response
	c. Information/education	c. Information/education	c. Review/response
	e. and f. info/education	e. and f. info/education	e. Information/education
			f. Review/response
4. Mechanism:			
	a. and d. Advisory Board	a. and d. Advisory Bds.	a. and d. Advisory Bds.
	b. Advisory Board	b. Advisory Board	b. Advisory Board on part
	c., e, f, meetings;media	c.,e., f., meetings media	c.,e.,f., meetings;media.
5. Responses used:			
	a.,b.,d., in process others in newsletters	a.,b.,d., in process others in newsletters	a.,b.,d., in process others in newsletters

Figure 14.



	IV. Discuss alternatives.	V. Recommend plan.	VI. Review plan.
1. Participants:			
	a. Regional Planning Commission	a. Regional Planning Commission	a. Regional Planning Commission
	b. Dane County SWCD	b. Dane County SWCD	b. Dane County SWCD
	c. Dane County Board	c. Dane County Board	c. Dane County Board
	d. Advisory Committees	d. Advisory Committees	d. Advisory Committees
	e. Public Information Committee	e. Public Information Committee	e. Public Information Committee
	f. General Public	f. General Public	f. General Public.
2. Level of Involvement			
	a. Interact	a. Interact	a. Interact
	b. Interact in part	b. Interact in part	b. Interact in part
	c. Talk with	c. Talk with	c. Talk with
	d. Interact	d. Interact	d. Interact
	e. Talk to	e. Talk to	e. Talk to
	f. Talk with	f. Talk with	f. Talk with
3. Purpose of Involvement			
	a. Interaction/dialogue	a. Interaction/dialogue	a. Interaction/dialogue
	b. Interaction/dialogue	b. Interaction/dialogue	b. Review/response
	c. Review/response	c. Review/response	c. Review/response
	d. Interaction/dialogue	d. Interaction/dialogue	d. Interaction/dialogue
	e. Information/education	e. Information/education	e. Information/education
4. Mechanisms:	a.,b.,d., Advisory Baords in all phases of plan development		
	c.,e.,f., meetings; media	c.,e.,f., meetings; media	c.,e.,f., meetings; media
5. Use of responses			
	a.,b.,d., in process others in newsletters; perhaps in process	a.,b.,d., in process others in newsletters; perhaps in process	a.,b.,d., in process others in newsletters; perhaps in process

VII. Finalize Plan → VIII. Implement plan

1. Participants:
   a. Regional Planning Commission
   b. Dane County SWCD
   c. Dane County Board
   d. Advisory Committees
   e. Public Information Committee
   f. General Public
2. Level of Involvement
   a. Interact
   b. Interact
   c. Interact
   d. Interact
   e. Talk with
   g Talk with
3. Purpose of Involvement
   a. Legitimation
   b. Legitimation
   c. Legitimation
   d. Legitimation
4. Mechanisms:
   a. Advisory Baord
   b. Advisory Board
   c. Public meetings
   d. Advisory Board
   e. Meetings, media
   f. Meetings, media
5. Use of Responses
   a.,b.,d., in process
   others in newsletter
   or perhaps in process.

Program or regulation to be administered by the Dane County Board and/or local governments.

VII.

Conclusions and Recommendations

P.L. 92-500 encompasses programs dealing with pipes (technical and research phases); partnerships - among local governments, state governments, the federal government and agencies of each; and people - the general public whose understanding of the programs is all important to their success. The pipes phases are going well and relatively on schedule. Much data is being gathered on water pollution problems. The partnerships and people programs are going more slowly, particularly the people phase.

The philosophy of 92-500 should be expressed by the planning agencies in terms of local problems. It is an opportunity to look at local conditions and to determine how best to provide clean water with the help of federal funds for planning. Federal standards for water quality now extant will be replaced when the 208 process is complete so that local conditions will determine local standards (at least within states if not within municipalities.) Instead, many planning agencies have expressed the 208 process in terms of federal impositions of standards with threats of federal penalties if the planning process is not undertaken. The stipulation in the law that

local funds will be needed in the implementation of the plans has not helped to dispel the federal penalty philosophy.

In viewing the process, particularly as it deals with people, several problems become apparent. It is not enough to tell people that their area has polluted water. They also need to know what means must be taken to clean up the water, how much it will cost - economically, environmentally and socially - and what the benefits of investing in cleaner water will be. They also need to know the process of telling decision makers how they feel about water quality problems and cleanup measures. The programs dealing with citizen participation so far have tended to inform people about pollution problems only.

Another problem of the participation process is that there is rarely recognition that it is a conflict process as well as an information/education, review and legitimation process. The allocation of resource and cost is by nature a conflict situation among those who would use the resource and those who must pay the bills. Conflict can be positive as well as negative for a planning agency. The addition of conflict raises the intensity of participation [41] which in turn increases the odds of producing an acceptable plan.

In the case studies of this thesis, none have included conflict resolution as a goal or an element of their participation process. The conflict situations may arise because of the identification of persons with differing viewpoints, but no effort has been put into the process to ensure this.

In identifying diverse publics, all three agencies have recognized the need to include a wide spectrum of needs and opinions in their participation programs. Each has identified a decision making group of "influentials" to assist the agency with identifying both issues and other publics to be involved. Each has made a real effort to open the process to many viewpoints. Use of educational groups such as schools and libraries has been added to the lists of economic, governmental, environmental and civic participants.

The levels of involvement in each of the case studies has shown the agencies interacted with their advisory committees in all decision making. The level afforded to the interested publics, however, has so far been more at a Talk To level than one which encourages response or participation from the general public. It is to be hoped that as the "pipe" phase yields sufficient data to analyze, the public will be encouraged to participate more at an Interact or Response level.

In the Washington County Project, the decision to draft, pass and implement an erosion control program or regulation has already been made and is part of the program. Thus, the decision on alternatives is limited for all the publics, and the program becomes more one of collecting data to support a decision and educating people to decide the decision is valid.

The uses of the responses of people participating in the programs is not as well thought out as it could be. Use of responses in newsletters should be augmented by careful record keeping of what the response was, and communication with the person responding should ensue to tell him what was done with his comment or idea, where appropriate. If the comment was discussed by the agency and rejected as being uneconomical, such should be communicated, along with encouragement to amend the idea or send another. Charting of responses on a central graph or chart to show the cluster of ideas or philosophies can also be helpful.

Partnerships with local governments and agencies are developing, and a new look at institutions and their capabilities to deal with point and nonpoint source pollution is progressing. This phase of 208 planning seems useful and needed to avoid duplication and misunderstandings among units of government or agencies. Communication links are being formed well.

Several recommendations seem to be appropriate to consider, as follows:

1. In each agency studied, the public participation officer or person responsible is relatively inexperienced in adult education programming. It would seem helpful for these persons to receive additional training to assist them. The EPA has run workshops, but they are done by a California consultant who is less available on a continuing and daily basis to the officers. It would seem better to use an existing educational institution within the state so continuing help might be available.

RECOMMENDATION: That EPA explore the possiblility of contracting with existing educational agencies in each state to train participation personnel and assist with programming. Such agencies as University Extensions seem appropriate.

2. In none of the agencies is there mention of how the participation programs are to be evaluated for effectiveness.

RECOMMENDATION: That each agency chart an evaluation procedure for the citizen participation program which will indicate for future programming those efforts which augment the planning process and those which are less sucessful and state the criteria for judgment.

3. The process of information dissemination is not all there should be to a participation program. The

National Profile of of Section 208 Areawide Management Planning Agencies of July 1975, points out that the agencies doing 208 planning were concentrating too much on a one-way flow of information to the public and that this was acceptable as a first step, but was not sufficient for a total program. In Dane County a questionaire has been developed to ascertain people feelings about water quality and problems associated with local lakes, rivers and streams as a response mechanism. The other programs have no such mechanisms as yet. There is no firm plan to use the responses in Dane County as yet, although using a profile of responses in the newsletter seems likely. RECOMMENDATION: That a two-way flow of information be attempted through questionaires, radio call-in shows, surveys, and other appropriate mechanisms as early in the process as possible, in order to ascertain community values and generate interest in the process.

Planning for water quality improvement through P.L. 92-500 and its various sections offers a chance to look at our community's water quality problems in a new and effective way - as a partner of the federal and state government. Opportunities to change institutional relationships to maximize their effectiveness and to develop regulations which are useful and acceptable can result from the process. Educating people to the problems and the process is an exciting challenge we can and must meet.

VIII.

Summary

Through the Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500) the Congress of the United States seeks to improve and restore the quality of the nation's surface waters by 1985. In order to do this, standards of water quality will be set by the United States Environmental Protection Agency and the States, sources of pollution will be identified and measures taken to abate pollution and restore acceptable water quality where feasible and within existing best management practices.

Public participation in this effort is to be encouraged and assisted by governmental agencies responsible for the planning programs. Each agency is expected to design a public participation program as a part of its work plan.

Public participation in water quality planning decisions is essential in order to assure acceptability of plans and regulatory programs necessary to meet the program goals. Environmental, economic and social costs will result from proposed management practices. A wide spectrum of opinions is needed to decide where the costs and benefits of such decisions will be placed. The public will need to know the dimensions of the pollution problems,

the implications and costs of pollution control in understandable and personal terms, the benefits of better quality water and the process by which they may express their opinions, ideas and values to decision makers.

Three case studies are presented to demonstrate the process and problems of public participation programs relating to 92-500. Washington County, Wisconsin has a program under Setion 108, Pollution Control in the Great Lakes, which seeks to quantify and deal with nonpoint (from diffuse sources like runoff) source pollution. The State of Wisconsin and Dane County Wisconsin 208 programs which are Areawide Waste Treatment Management Programs are a planning process for dealing with both point (from a single pipe) and nonpoint source pollution problems.

Each of these case studies public participation programs are examined in terms of identification of publics to be involved, level of involvement and design of program, i.e., activities involved, mechanisms used and use of responses of the publics. A model has been developed to allow comparison of the programs.

BIBLIOGRAPHY

1. Public Law 92-500. 92nd Congress: 86 Stat. 816

2. United States Code: Congressional and Adminstrative News. 92nd Congress - 2nd Session, 1972. West Publishing Company, St. Paul, Minnesota. 1973 p. 3669-3677

3. Senate Committee on Public Works. Subcommittee on Air and Water Pollution. Water Pollution Control Legislation Hearings : 92-H9, U.S. Government Printing Office. Washington, D.C. pp. 1028 - 1040

4. Op. cit. Pt. 1, pp. 193 - 231

5. Ibid. United States Code: Congressional and Adminstrative News

6. 40 Code of Federal Regulations: U.S. Govt. Printing Office.

7. Public Law 92-500. 92nd Congress: 86 Stat. 816

8. National Association of Regional Councils. The Challenge and Opportunity of Water Quality Management Planning. December, 1975

9. Donley, Diane. "The 208 Program: A New Focus fo Citizen Support", Environmental Comment. Urban Land Institute, January, 1976. p. 5

10. Environmental Protection Agency. National Profile of Section 208 Areawide Management Planning Agencies. July, 1975

11. Felstehausen, Herman H. , Information As A Regulatory Tool in Water Quality Control. Technical Report WRC 75-06, Wisconsin Water Resources Center. University of Wisconsin-Madison. June 1975

12. Ibid. National Profile of Section 208 Areawide Management Planning Agencies.

13. Wengert, Norman. "Public Participation in Water Planning: A Critique of Theory, Doctrine and Practice." Water Resource Bulletin, Vol 7 #1. Febr. 1971 pp. 26 - 32

14. Extension Division, Virginia Polytechnic Institute and State University. The People's Choice: An Approach for Involving Citizens in Community Decision Making. Publication 586, Sept. 1973

15. Spiegel, Hans B.C., Citizen Participation in Urban Development. Vol. 1,"Concepts and Issues" (ed) Spiegel. NTL Institute, Washington, D.C. 1968

16. Goldblatt, Harold, "Arguments for and Against Citizen Participation", Citizen Participation in Urban Development. Vol. 1 (ed) Spiegel. NTL Institute, Washington, D.C.,1968

17. Axworthy, Lloyd, "Notes for An Address: Public Participation Workshop" Unpublished. International Joint Council, June 1975.

18. Warner, Katharine P. Public Participation in Water Resources Planning. PB 204 245, National Technical Information Service 1971

19. Crain, Robert L. and Rosenthal, Donald B., "Community Status As A Dimension of Local Decision Making." American Sociological Review, Vol 32, 1967. pp. 970 - 984.

20. Curran, Terence P. "Water Resources Management in the Public Interest." Water Resources Bulletin., Febr. 1971. pp. 36 - 37

21. Thompsen, Arvid L. "Public Participation in Water and Land Management". Unpublished Master's degree thesis. Cornell University, 1973. Reprinted in "Cookbook for Citizen Participation" EPA Region V, Chicago, Ill.

22. Op. Cit. Warner, Katharine.

23. Op. cit. Warner, Katharine P.

24. Op. Cit. , Warner, Katharine P.

25. Knowles, Malcolm, The Modern Practice of Adult Education: Andragogy versus Pedagogy. AssociationPress, New York 1970

26. Op. Cit. Warner, Katharine P.

27. Op. Cit., Warner, Katharine P.

28. Coser, L.A., The Functions of Social Conflict, Glencoe, Ill., The Free Press. 1971

29. Op. Cit., Warner, Katharine P.

30. Tough, Allen, The Adult's Learning Projects The Ontario Institute for Studies in Education. Toronto, Ont. 1971

31. Ibid., Tough, Allen

32. Washington County Project Work Plan. Water Resources Center. University of Wisconsin-Madison

33. Ibid. Washington County Project Work Plan

34. Ibid. Washington County Project Work Plan

35. State of Wisconsin: Wisconsin's Continuing Planning Process For Water Quality Management Department of Natural Resources.

36. Ibid. Department of Natural Resources

37. Ibid. Department of Natural Resources

38. Ibid. Department of Natural Resources

39. Dane County Regional Planning Commission: Waterways 2

40. Rothman, Jack Planning and Organizing for Social Change. Columbia University Press, New York, 1974